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15 April 1995

TACTICS, TECHNIQUES, & PROCEDURES (TTP) FOR MIGRANT CAMP OPERATIONS

REPORT DOCUMENTATION PAGE				<i>Form Approved</i> OMB No. 0704-0188	
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1. REPORT DATE (DD-MM-YYYY) 15-04-1995		2. REPORT TYPE Final		3. DATES COVERED (From - To)	
4. TITLE AND SUBTITLE TACTICS, TECHNIQUES, AND PROCEDURES (TTP) FOR MIGRANT CAMP OPERATIONS				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S)				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) U.S. Joint Forces Command 1562 Mitscher Ave. Suite 200 Norfolk, Va. 23551-2488				8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION / AVAILABILITY STATEMENT Approved for public release; distribution is unlimited.					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT Purpose. This publication provides Joint Task Forces (JTF), component forces, and government/civilian relief organizations with information pertaining to the standard organization and operation of migrant camps within the USACOM area of responsibility. Scope. This publication describes roles and functions of the military, civilian agencies, private voluntary organizations, and international organizations involved with camp operations. Operational coordination between a JTF and other organizations at the operational and tactical levels is discussed. A suggested camp structure and operational procedures are provided to assist in the planning and execution of camp operations.					
15. SUBJECT TERMS					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT UU	18. NUMBER OF PAGES 221	19a. NAME OF RESPONSIBLE PERSON
a. REPORT Unclass	b. ABSTRACT Unclass	c. THIS PAGE Unclass			19b. TELEPHONE NUMBER (include area code)

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PREFACE

1. **Purpose.** This publication provides Joint Task Forces (JTF), component forces, and government/civilian relief organizations with information pertaining to the standard organization and operation of migrant camps within the USACOM area of responsibility.
2. **Scope.** This publication describes roles and functions of the military, civilian agencies, private voluntary organizations, and international organizations involved with camp operations. Operational coordination between a JTF and other organizations at the operational and tactical levels is discussed. A suggested camp structure and operational procedures are provided to assist in the planning and execution of camp operations.
3. **Applicability.** All units supporting a migrant camp should use this publication for planning and training purposes. This publication applies to operations conducted by multi-Service forces in a joint, combined, and/or interagency environment. It can be useful to non-military agencies or foreign military units participating in coalition camp operations. The techniques and procedures presented are generic and have worldwide applicability.

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CHAPTER I

INTRODUCTION

1. Introduction. This document describes the tactics, techniques, and procedures (TTP) for [organizing a joint task force \(JTF\)](#) for migrant camp operations, and organizing and operating a migrant camp. It is not intended to be authoritative in nature. Instead, its purpose is to provide a guide to the commander and staff of a JTF assigned the responsibility of organizing and operating either a single camp or multiple camps in a geographical area. While this information is very detailed and specific, it should be used as a guide and should not be seen as the answer to all situations, because every [situation](#) will be different. This information can be used to provide information to the [JTF Commander](#) when establishing in CONUS migrant camps supporting mass immigration contingencies and FORSCOM plan "LEGACY FREEDOM". This information will help guide and supplement that information determined by the commander and staff through their thorough analysis of the:

- ▷ mission.
- ▷ threat.
- ▷ terrain and weather.
- ▷ political situation.
- ▷ culture of the migrant population.
- ▷ forces/resources available.
- ▷ time available.
- ▷ expected duration of the operation.
- ▷ political objectives.
- ▷ desired end state.

2. Operational Setting

a. The world is changing, and the role of the United States is also changing, becoming more involved than ever before in regional conflicts. Accordingly, the U.S. military can expect to become more involved in operations other than war, such as [humanitarian assistance](#), disaster relief, and peace support operations. However, the performance of these missions is nothing new for the military. Throughout history, the military has performed these missions and has performed them well. The basic warfighting skills,

command and control systems, logistical systems, and rapid deployment capabilities of the military have adapted well to these missions, with little training and modifications.

b. Many regional crisis situations will require that [humanitarian assistance](#) be provided to displaced civilians--either refugees or migrants. This may include providing short-term subsistence such as food, water, shelter, and clothing as in Operation Provide Comfort or long-term, semi-permanent settlements as in the Mariel Boatlift operation and the Cuban migrant camp operations in Guantanamo Bay, Cuba.

c. The displacement of civilians normally occurs as the result of war, a natural disaster, or political/economic turmoil. Consequently, the motivation for the civilians to flee and their status under international and domestic laws will vary, as will the degree of assistance required and the location for the relief operations. Likewise, the political, geographical, environmental, and threat situations will vary with [each operation](#).

d. Regardless of the status of the displaced civilians, certain international and domestic organizations will be involved. The international agencies may include the United Nations High Commissioner for Refugees (UNHCR), International Committee of the Red Cross/Crescent (ICRC), and International Organization for Migrants (IOM). The U.S. agencies may include the local U.S. Embassy, the U.S. Immigration and Naturalization Service (INS), and many more. Additionally, there are numerous private relief organizations that will be involved. Likewise, the news media, both national and international, will normally provide extensive coverage of these operations. Adding to the complexity of these operations, in most cases the Department of Defense (DOD) will not be the lead agency. DOD will normally be tasked in a supporting role, with the Department of State or some other agency in the lead.

e. The nature and complexity of these operations will require the military commander to thoroughly understand his mission and authority to commit assets, the political situation, the specific military and civilian chains of command, the charters/roles of the agencies involved, and how to interface/coordinate with these agencies.

f. This publication, while specifically addressing JTF operations dealing with providing humanitarian assistance to migrants, has applicability to all relief operations. It provides guidance to commanders on standing up a JTF, planning, interfacing with [relief agencies](#), and organizing/constructing/operating migrant camps.

3. Guidance Summary

a. Chapter II provides guidance on JTF organization and operations. It outlines the structure and responsibilities of the various staff sections and guidelines for staffing levels. It also describes force structure considerations and the non-military agencies involved in migrant camp operations.

- b. Chapter III provides guidance on organizing a camp and the functions/services required to properly care for the residents and operate the camp. It also describes internal and external security requirements and considerations.
- c. Chapter IV provides guidance on the construction of a camp, based on a modular approach with each camp module having the capacity to care for up to 2,500 residents. When a larger capacity is required, multiple camp modules can be constructed to meet the requirement.
- d. Chapter V provides guidance on the logistical aspects of establishing and operating a camp.
- e. The appendices provide guidance on special areas of consideration, such as dealing with non-military relief organizations, establishment of a Civil Military Operations Center, medical services, and legal affairs.

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CHAPTER II

JOINT TASK FORCE (JTF) ORGANIZATION AND OPERATIONS

SECTION A - INTRODUCTION

1. Purpose. This chapter describes military organizations involved in migrant camp operations. Organizational diagrams are provided to illustrate potential relationships at the operational level. Additionally, the strategic elements which the Unified Command (or CINC) considers to organize a JTF are presented as linkages to operational focus.
2. General. An understanding of how **policy guidance** leads to **mission statements**, specified/ implied tasks, and plans of action for both military and civilian agencies is briefly presented. With better understanding of these matters, action agencies and staffs can improve interoperability at their level. Military planners must be aware of the **interagency operations** associated with migrant camp operations and their impact on policy formulation. Detailed discussions concerning U. S. government agencies, non-governmental organizations, private voluntary organizations, and **international organizations** are included in **Appendix A**, Civil-Military Operations.

SECTION B

COMMANDER IN CHIEF (CINC) - UNIFIED COMMAND

1. General. The CINC establishes the operational objectives needed to transform national-level policy and guidance into effective operational-level (i.e. JTF) actions. The CINC provides authoritative direction, initiates actions, sequences events, and applies resources to bring about and sustain the military contribution to migrant camp operations.
2. Shaping the Mission. The strategic mission statement should aim for an understandable and achievable strategic **end-state** even for a short-duration operation.
 - a. Mission Statement. It is important that the military commander has a clear and achievable mission so that taskings for the many participating military units can be efficiently executed.
 - b. Desired-End State. The migrant camp operations should produce the desired end-state collaborated by strategic-level political, military, and civilian humanitarian participants. Whenever possible, the desired end-state should be known before commitment of U. S. forces. However, this may not be possible. If the desired end state is not known and U. S. forces have deployed, the CINC should work to formulate one as soon as possible in conjunction with the National Command Authority (NCA).

c. Concept of Operations. This should include the desired end state and will be used to develop the following:

- (1) **Measures of effectiveness**.
- (2) Phases of the operation.
- (3) Information used to transition JTF responsibilities to other forces, organizations or governing bodies.

d. "Mission Creep." Military forces will undoubtedly receive numerous requests to perform additional tasks beyond the areas defined in the original mission statement. These tasks represent the phenomenon labeled *mission creep*. In essence, the different agendas of participating organizations can cause the CINC or JTF to expand military activities into areas beyond the initial, carefully limited scope defined by the mission. The CINC and the JTF Commander will have to work through the interagency coordination process to respond to the mission creep tendencies. The mission creep phenomenon underscores the importance of developing a definitive mission statement early that ensures parties involved understand the limits of the commander's charter. The phenomenon also points out the difficulty of achieving consensus when other agencies with key roles in the operation have differing views of the desired end state. Patience and pragmatism must be exercised in overcoming these attempts to change the mission without NCA directive.

3. CINC Support to Migrant Camp Operations. The CINC is responsible for developing the military response to all types of humanitarian assistance (HA) operations - including migrant operations. To accomplish the mission, the CINC may create a JTF. The major portion of this chapter will contain discussions concerning JTF operations.

SECTION C

FORMING A JOINT TASK FORCE

1. Purpose. This section provides an overview of a typical migrant operations JTF organizational structure for migrant camp operations. Specifically, this section addresses:

- a. **Overall JTF Structure**.
- b. JTF Components (Service and Functional).
- c. JTF Headquarters.

2. General

a. The **CINC** will develop the mission statement and concept of operations based upon the direction of the NCA. Inputs including requests from other agencies, situational factors (location, weather, etc.), and the time military forces will enter the migrant area will affect the mission statement. The CINC will develop a list of requisite capabilities based upon the analysis of the foregoing and task his components to identify forces for a specified set of capabilities. The components will establish a force list (personnel, equipment, and supplies) and its associated movement requirements. The CINC approves or disapproves the components' force lists. The CINC will stand up the JTF Headquarters and assign approved forces to the JTF. The CINC determines the command relationships for the JTF.

b. The **JTF organization** will resemble traditional military organizations with a commander, command element, and forces required to execute the mission. The primary purpose of the JTF Headquarters is command, control, and administration of the JTF. During migrant camp operations the JTF Headquarters must provide the basis for a unified effort, centralized direction, and decentralized execution. Unique aspects of this mission compel the JTF headquarters be especially flexible, responsive, and cognizant of the capabilities and limitations of the components of the JTF components and the various relief organizations.

3. Overall JTF Structure

a. The JTF may include Service and functional components and have coordination relationships with non-DOD agencies. As discussed above, these agencies and organizations can include governmental organizations, non-governmental organizations, private voluntary organizations, and international organizations.

b. Figure 2-1 provides a graphic depiction of the overall **JTF structure**. Each of these organizations will be discussed in more detail throughout this chapter.

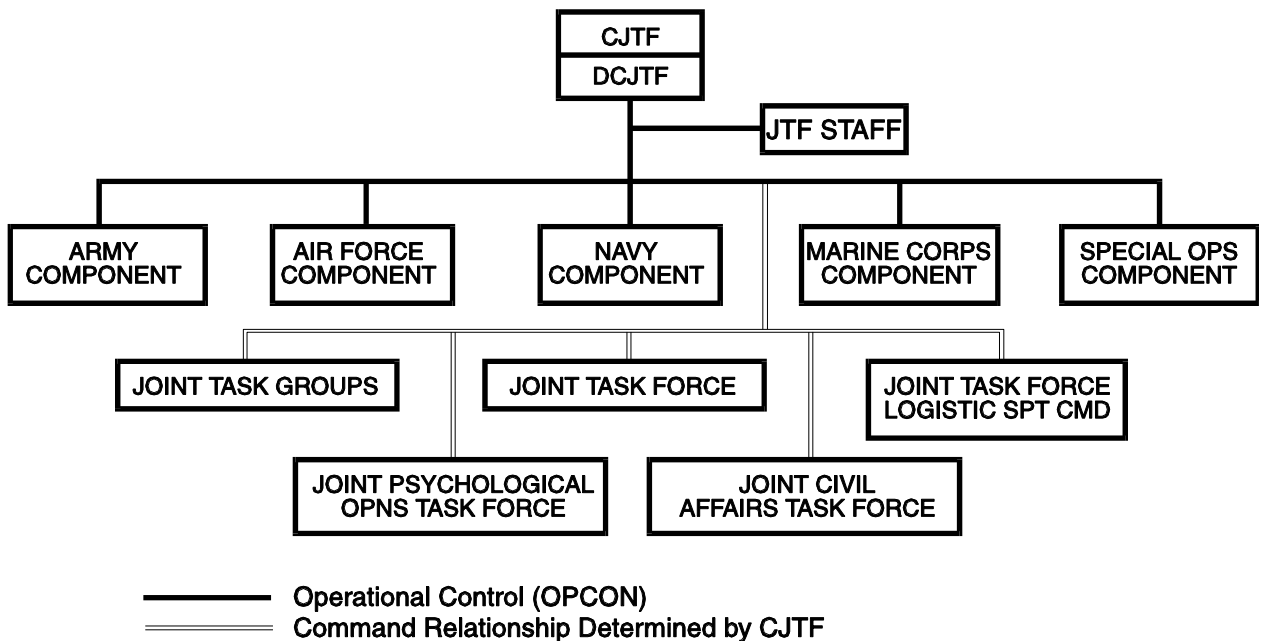


Figure 2-1. Overall JTF Structure

4. **JTF Components**. The JTF can have a variety of **military units** with varying capabilities assigned to it. These units can be organized within the JTF as either Service components, functional components, or a combination of the two. The normal JTF configuration, even in migrant camp operations is a combination. An explanation of each, including the types of capabilities that each bring to the JTF in migrant camp operations, is listed below. Regardless of how the JTF is organized for operations, the Service component commanders are responsible for and exercise authority regarding Service administrative control functions for all members of their particular Service assigned to the JTF.

a. Service Components

(1) Army Forces (ARFOR)

- (a) Combat Forces - Combat Arms units.
- (b) Combat Support Forces - Engineer, aviation, signal, intelligence, and military police units.
- (c) Combat Service Support Forces - Transportation, medical, quartermaster (supply, POL, mortuary affairs), legal, public affairs, ordnance (maintenance), and health service units.

(2) Navy Forces (NAVFOR)

- (a) Combatant Ships - Amphibious ships (LHA, LHD, LSD, and LPD).
- (b) Aviation - Helicopter (CH-46 and CH-53) and fixed wing.
- (c) Assault Craft - (LCU, LCAC, and LCM-8).
- (d) Civil Engineers - Construction Battalions (CB).
- (e) Medical Units.
- (f) U. S. Coast Guard assets (if assigned).

(3) Air Force Forces (AFFOR)

- (a) Airlift - Strategic lift (C-5, C-141, C-17) and theater lift (C-130).
- (b) Engineer - Civil and Airfield repair.
- (c) Airspace Control.
- (d) Medical Units.
- (e) Public Affairs, intelligence, security police and transportation.

(4) Marine Corps Forces (MARFOR)

- (a) Combat Forces - Infantry units.
- (b) Combat Support Forces - Engineer, communications, military police, intelligence, aviation and reconnaissance units.
- (c) Combat Service Support Forces - Transportation, supply, ordnance maintenance, health services, and service (postal, disbursing, etc.) units.

b. Functional Components. The JTF Commander may designate subordinate Joint Task Forces (JTFs), or in some cases, **Joint Task Groups (JTG)**. **JTGs** are usually in close proximity to the original JTF and can consist of selected members from more than one Service. Examples of JTG/JTFs include:

(1) Migrant Camp JTG. A single migrant camp.

(2) Multiple Migrant Camps JTG. Migrant camps grouped into a JTG due to their close proximity and the ability to consolidate security, logistics, etc.

(3) **Logistics Support Commands JTF/JTG**. These are also called Joint Task Force Logistics Command (JTFSC). The mission of the **JTFSC** can be "to provide logistics and medical support for US forces. The JTFSC can provide common item support, inter-Service support, consolidated engineering activities, inland distribution of POL and dry cargo, common user port operations, and others as directed by the JTF Commander. As a separate JTF component and co-equal to other JTF Service components or functional components, the JTFSC serves as an "honest broker" for setting logistics priorities and allows certain efficiencies and economies of scale to be achieved in logistics operations.

(4) Joint Special Operations Task Force (JSOTF) and Units. Special Operations Forces (SOF) are well suited to the requirements of migrant camp operations. SOF teams are very adaptable and capable of operating effectively in remote areas. The teams may be able to provide initial reports and assessments on conditions in remote areas. They are rapidly deployable, have excellent radio communications capabilities, and are suited to working with ethnic groups. SOF have two inherent disciplines which can best be applied towards migrant camp operations requirements: civil affairs (CA) units and psychological operations (PSYOP) units. The JTF Commander may assign the CA and PSYOP forces to a JSOTF, to another Service/functional component commander, or, if large enough, he may form a Joint Civil Affairs Task Force (JCATF) and a Joint Psychological Operations Task Force (JPOTF), under control of the JTF.

(5) Joint Civil Affairs Task Force (JCATF) and Units

(a) The JTF Commander can assign CA units/personnel to support migrant camp operations through a JCATF; assign CA personnel under a JSOTF, or individually assign units/teams to either Service or functional components, such as a subordinate JTF/JTG running a number of migrant camps. Civil Affairs Planning Teams at the JTF and / or JTG's headquarters level are required in order to map out the end state developed by the JTF Commander. It is advisable to have a minimum of one CA person within each single camp in order to implement and execute the CA plan. They work for the CA planning cell underneath the JTF and / or JTG Commander; whoever is in direct control of the camp(s). Although there is only one active CA Bn in the Army, Reserve CA Bn's are resident in both the Army and USMCR and should be included in the initial planning. CA personnel/units can provide the following types of support:

- 1 Identifying and mobilizing the migrant populace in providing their own labor, education, supply, administration, and social welfare support.
- 2 Analyzing the social, economic, cultural, religious, and political state of the migrants.
- 3 Determining the best means of using information to further U. S. programs and goals.
- 4 Supplementing intelligence activities by gathering information and making observations of migrants.
- 5 Serving as liaison between the military and the various relief organizations.

6 Establishing and maintaining relations between the JTF and host nation population/authorities.

(b) CA forces can provide the JTF expertise on factors which directly affect migrant operations. These factors include:

- 1 Host nation agencies and other civil centers.
- 2 Ethnic differences and resentments.
- 3 Linguistic regions and sub-regions.
- 4 Social structures (family, community, generational).
- 5 Religious/symbolic systems (beliefs and behaviors).
- 6 Political structures (power distribution and entrenchment).
- 7 Economic systems (sources and distribution of wealth).
- 8 Linkages between social, religious, political, and economic factors.
- 9 Cultural history of the area.
- 10 Historic relations with the west.
- 11 Attitudes toward the West/military forces.
- 12 Customs, morals, social taboos/accepted practices.

(c) See Appendix A for more information concerning Civil-Military Operations.

(6) Joint Psychological Operations Task Force (JPOTF) and Units

(a) As with CA units, the **JTF Commander** has a variety of options in command and control of **PSYOP units**. A JPOTF may be formed, PSYOP units may be assigned to the JSOTF, or teams (e. g. Military Information Support Team (MIST)) may be assigned to Service and functional components.

(b) Military **PSYOP** constitute a planned, systematic process of conveying messages to and influencing selected foreign groups. The

messages conveyed by military PSYOP are intended to promote particular themes that can result in desired foreign attitudes and behaviors. This information may include safety, health, and public service messages and messages designed to favorably influence foreign perceptions of U. S. forces and operations.

(c) PSYOP units are equipped with portable printing presses to publish migrant camp newspapers and leaflets/posters, loudspeakers for announcements and musical entertainment, radio broadcasting stations, and other equipment which enables them to deliver messages in many diverse media. PSYOP personnel can provide a commander with real-time analysis of the perceptions and attitudes of the civilian population and the effectiveness of the information being disseminated.

5. JTF Headquarters. The JTF Commander may organize the headquarters staff as he considers necessary to carry out his duties and responsibilities. The CINC establishing the JTF should make provision to furnish the necessary personnel, facilities, and equipment. For the purposes of this publication, command group, staff, centers and boards, augmentation detachments, and headquarters support will be addressed. The Figure 2-2 provides a depiction of the elements covered.

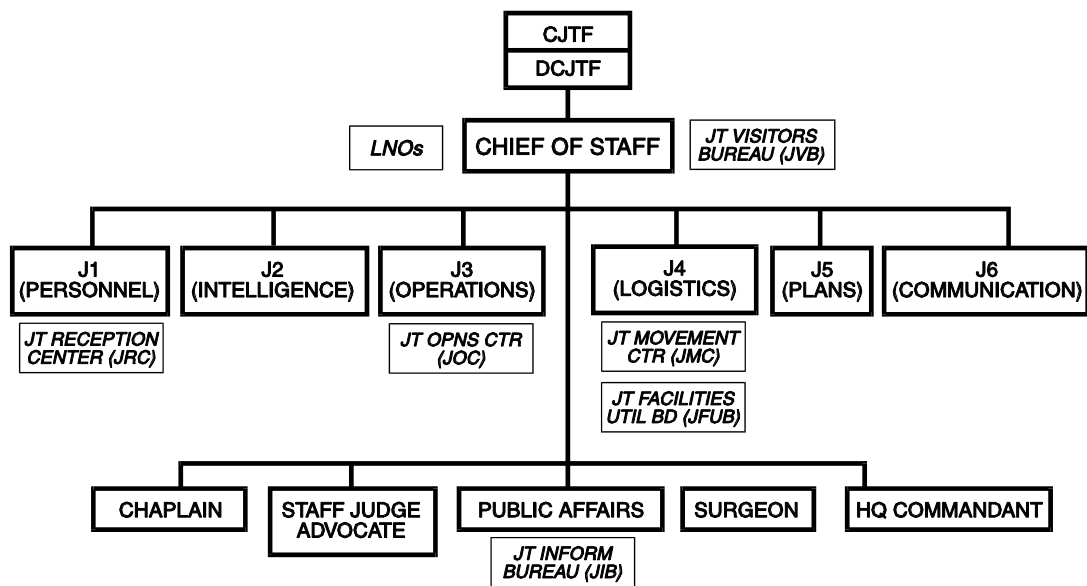


Figure 2-2. JTF Headquarters

a. Command Group

(1) The JTF Commander, Deputy JTF Commander (if appointed), JTF Chief of Staff, and their personal staffs are included in the Command Group.

(2) The JTF will usually have either a Protocol Office, or if many distinguished visitors come to the JTF, a Joint Visitors Bureau (JVB). The Protocol Office/JVB plans and coordinates all aspects of the visitors itinerary.

b. J1 Section (Personnel and Administration)

(1) J1 Section primarily focuses on personnel management. It functions similarly to any adjutant general's office in tracking incoming/outgoing personnel, ensuring the unique requirements of the mission are filled by the CINC in a timely and efficient manner, and managing personnel issues IAW joint and component Services doctrine.

(2) Functions. The J1 Section has the following functions:

(a) Maintain assignments and rotation policies. The table of organization is the document which outlines, in significant detail, the personnel requirements of the JTF Headquarters. Both the table of organization and the rotation policy will be determined by the supported CINC with input from the JTF Commander. The structure of the JTF is similar to a normal military unit's command structure, with special considerations in the organization for migrant camp operations. Linguists, food service, and chaplain sections are especially important for migrant operations. When possible, the JTF staff should consist of a balanced mixture of Service component personnel. The orders of personnel designated to fill JTF billets/positions will reflect the joint line number against which that individual is assigned. All others are component command assets (i. e. ARFOR, AFFOR, etc.) and will report to their appropriate commands.

(b) Process awards. J1 Section tracks awards for JTF Headquarters command and staff personnel. These awards include: Joint Service, Service component, interservice, humanitarian service, and Joint Certificates/Citations. The CINC establishes awards criteria for joint awards. Components establish their own policies and procedures regarding Service awards.

(c) Process evaluation/fitness reports. Specific rules and regulations of the Service components govern evaluation/fitness reports which are normally processed and routed through the J1 Section. Generally, these reports must be forwarded to the parent unit, or personnel service center equivalent, of the Service member. In most cases, Service specific rater rules and time criteria apply.

(d) Establish JTF Post Office. J1 Section is responsible for establishing and monitoring a JTF Post Office, capable of handling all mail needs,

from stamps to money orders. The Headquarters controls the Postal Section which operates the JTF Post Office, and is responsible for the pick-up and delivery of all JTF mail. The JTF Post Office should handle all classes of mail (1st Class, SAM, parcel post, airmail, and military official mail).

(e) Notify JTF personnel of family circumstances/conditions. J1 Section serves as the point of contact for Red Cross notifications of serious illness/injury or deaths of JTF personnel's family members.

(f) Establish the Joint Reception Center (JRC). The JRC is critical to the initial reception, inprocessing, and orientation of arriving personnel. The JRC should include a billeting representative to provide accountability and location of U. S. personnel.

(3) Organization and Equipment

(a) Organization.

1 The organization of the J1 is not particularly different from a normal military command's J1 or Personnel Section. Recommended positions include a J1, Deputy J1, Senior Personnel NCO, and four (one from each Service) or more administrative clerks depending on the workload.

2 Joint Reception Center (JRC). The J1 Section is responsible for establishing a JRC which is manned by representatives of J1 Section and each component. Its purpose is to greet and in-process new arrivals to the JTF.

(b) Equipment

1 Automated data processing, FAX capability; and copier equipment are absolute essentials for the J1 Section to operate. Compatibility in software and hardware capable of handling high volumes of work are necessary. The FAX is used to transmit numerous routine, recurring reports and messages to the CINC, supporting agencies, subordinate units, or lateral organizations. The FAX phone lines should have a high enough priority to accommodate local and long distance traffic on either commercial or DSN lines.

2 Recommended **publications** include regulations governing the submission of evaluation/fitness reports, joint and Service

component awards, and the J1 Section operating procedures are very useful. DOD Manual 1348.33-M is essential to determine the appropriate disposition of awards and the proper conduct of joint activities. Service component regulations are important for determining appropriate rules on matters of promotions; submission of evaluation reports; awards preparation, submission, and eligibility; correspondence preparation; files and file maintenance; additional duty appointments; and J1 Section duties and responsibilities. A message address directory is also vital.

c. J2 (Intelligence)

(1) J2 Section has overall staff responsibility for intelligence activities to include collection, analysis, and reporting. Intelligence collection efforts concentrate on interviewing and developing sources from within the migrant population. Information of interest will be determined by the commander's Priority Intelligence Requirements (PIR), such as conditions at the migrants place of origin, identification of migrant leaders and possible trouble makers, and taskings from higher headquarters. When the decision is made to deploy a JTF in support of a migrant camp operations, the CINC should ensure finished intelligence products containing information pertaining to both the region and the migrant people are provided (see Equipment paragraph below). The information should be a mix of open source and classified information on customs and habits - foods, taboos, religious requirements, etc. Information on the migrants' country, the site of the mission, and previous related operations should be provided. The J2 Section should ensure the JTF advance party has sufficient intelligence personnel included to begin intelligence operations prior to the arrival of the main body. Additionally, consideration should be given to accommodating secure message traffic.

(2) Functions. The J2 Section's major functions include:

- (a) Establish a Joint Intelligence Center (JIC), preferably co-located with the JOC.
- (b) Establish and maintain liaison with the supporting CINC's J2 staff/JIC to identify related intelligence requirements.
- (c) Establish and maintain a system to identify early warning indicators of unrest in the camps.
- (d) Conduct second phase debriefings of migrants that have intelligence value to theater/strategic intelligence activities. Reports are forwarded in the Intelligence Information Report (IIR) format. This should be tasked in

the initial operations order.

(e) Provide accurate and timely weather forecast and weather advisory information. Weather information is obtained from local weather support element or deployed Service weather personnel.

(f) Provide a daily intelligence/information summary. This should include any significant activities in migrant camps, migrant arrivals and departures, and any other items of special interest. Particular attention should be paid to Civil Affairs and PSYOP essential elements of information (EEIs) in addition to force protection.

(g) Develop, direct, and coordinate collection efforts working closely with camp commanders and security forces who have knowledge of migrant camp operations. Provide a system to these personnel for reporting the information they obtain on a daily basis (use of a modified patrol debriefing format is recommended).

(h) Collect and analyze information pertaining to force protection, provide to the JTF Commander, and report it in the daily intelligence summary.

(i) Develop and deploy a technical surveillance program. Surveillance cameras are useful to monitor and record activities occurring in the migrant camps in real time. The placement and use of technical surveillance equipment should be periodically reviewed to ensure adequate coverage to meet mission requirements.

(j) Develop and deploy a system of human intelligence (HUMINT) collection operations. Ensure coordination and cooperation with camp commanders, security (i. e. military police), Civil Affairs, and PSYOP personnel.

(k) Monitor open sources of information (e. g. CNN, newspapers, and magazines).

(3) Organization and Equipment

(a) Organization. The J2 Section/Joint Intelligence Center is organized with the J2, J2A, Senior NCO, clerk, and the following subordinate sections:

1 Counterintelligence/HUMINT Section consists of teams with a mix of counterintelligence agents and interrogators. These teams

may require **interpreters** if the interrogators do not speak the migrants' language. A HUMINT trained officer/warrant officer, a senior NCO, and approximately one collector per 1,000 migrants is recommended.

2 Operations Section contains a small group of Intelligence analysts. This section produces the intelligence summary. Recommended staffing is one officer/warrant officer and depending on the migrant camp(s) size and activities, approximately four to six analysts.

3 Collection Management and Dissemination Section manages the intelligence collection effort and handles dissemination of GENSER and DSSCS traffic. One junior officer and one NCO is recommended. (Note: It is recommended that only GENSER Secret messages be sent to the JTF from all sources due to the normally austere environment.)

(b) Equipment

1 Automated data processing; high-rate, secure FAX capability; and copier equipment are required for the J2 Section to operate. Compatibility in software and hardware capable of handling high volumes; a GSA approved safe for the storage of classified materials; regional maps (consider use of vertical imagery merged with an arbitrary grid system if no maps of the area are available, e. g. DIA OSO products); secure telephone equipment (STU-III w/key); optical equipment (audio/video recording equipment and night vision devices); hand held radios; vehicles for the HUMINT Teams; GENSER DSNET-1 access with dedicated communications links are also requirements.

2 Publications recommended specifically in the USACOM area of responsibility include, but not limited to, the following:

a Cuban Refugee Management Issues (APO-2540-401A-93) by 4th PSYOP Group.

b Managing Haitian Migrants (APO-2540-404A-92) by 4th PSYOP Group.

c Haiti Handbook (MCIA-2660-HA-012-93) by the Marine Corps Intelligence Agency.

d Disease and Environmental Alert Reports (DST-1810H-227-94) by the Armed Forces Medical Intelligence Center.

e Background Notes by Department of State.

f Intelligence Planning Document-Haiti (LIC-2660-009-92) by Atlantic Intelligence Command (AIC).

g Counter-intelligence Handbook: Haiti (LIC-2660-049-93) by AIC.

h NISH - Haiti (LIC-2100-049-93) by AIC.

i U. S. Army Country Profile - Haiti (ATC-RA-2660-001-92) by ITAC.

d. J3 Section (Operations)

(1) J3 Section is the staff proponent responsible for the coordination and integration of all operations and for creating an effective unity among the staff, subordinate JTF commands, and civilian agencies. Upon initial entry into the JOA, a Joint Operations Center (JOC) should be established. The JOC should be composed of operations officers and NCOs, clerks, radio operators (if needed), and a possible representative from other staff sections (usually during developing, critical situations) to handle day-to-day issues as they arise, thus freeing principle staff members to conduct planning and coordination. The JOC should be manned 24-hours daily. In its role as staff coordinator, the J3 Section must quickly establish liaison with all DOD and non-DOD agencies involved with the migrant camps operations. Equally as important, J3 Section must coordinate to ensure that a data base collection system is in place at the onset of migrant processing to ensure that all agencies involved are linked to one central automation data base network (the J6 portion of this chapter explains more on a Local Area Network System).

(2) Functions. J3 Section assists the JTF Commander in the discharge of his responsibility for the direction and control of operations for all phases of the operation. To this end, the J3 Section's functions include:

(a) Organize the operations aspects of the JTF Headquarters.

(b) Recommend JTF organization.

(c) Recommend rules of engagement.

(d) Develop short-term plans to support Commander's concept (J5 is

responsible for long-range plans).

- (e) Publish operational orders.
- (f) Coordinate unit rotations.
- (g) Compile daily read board of messages, etc.
- (h) Prepare situation reports (SITREPs).
- (i) Review and analyze migrant camp incident (blotter) reports.
- (k) Establish and maintain VIP briefing book/charts.
- (l) Interface with civilian agencies as required.
- (m) Produce daily operations schedule.
- (n) Provide staff cognizance for migrant operations.
- (o) Monitor progress of goals and objectives.
- (p) Provide coordinated staff input to JTF Commander.
- (q) Establish the standards for migrant camp operations/administration.
- (r) Providing visual information (Combat Camera) coverage of migrant camp operations.

(3) Organization and Equipment

(a) Organization. The J3 Section may have the following organizational structure:

1 J3 Admin Section is responsible for retrieving and compiling all messages received during and after duty hours into a message board/reading file for dissemination throughout the Command. Additionally, the Admin Section is responsible for the preparation of all J3 correspondence as well as J3 files maintenance.

2 Joint Operation Center (JOC). The JOC may have the following structure:

a **Migrant Operations** Branch. This section is responsible

for the following activities:

- Migrant Movement. Depending upon the operational mission, migrants could be **returned to their homeland**, transported to the United States, or to some other country. For each scenario, several civilian agencies would be involved in the operation; e.g. United Nations High Commission on Refugees, Immigration and Naturalization Services, etc. The J3 Migrant Operations Branch will coordinate all **migrant movements** with the respective agency representatives to ensure **successful mission accomplishment**. When receiving migrants, the Current Ops officer must insure that an accurate head count is conducted. When transporting migrants, he must insure that all manifested migrants are accurately accounted for and boarded onto designated transportation assets with accompanying manifests and interpreters (if applicable). In all cases, coordination must be made to ensure adequate security is maintained when moving migrants to and from the camps and aboard all transportation assets.

- Management of Critically-Sensitive Migrant Categories. The Migrant Operations Branch must stay particularly attuned to special situations involving migrants who require intensive management - e.g. unaccompanied minors, critically-ill migrants, pregnant women, medevac patients, etc. The Migrant Operations Branch coordinates with all agencies involved to ensure continued monitoring and swift resolution of these special cases.

- Data Analysis. **Migrant Operations Branch** must consistently compare, interpret, and extrapolate data used for developing trends and forecasts. Charts are updated daily which graphically depict migrant movement, population projections, or other key command topics involving various migrant categories and parameters.

b Current Operations/Plans Branch. This branch is responsible for all other military operational activities of the J3 Section. Included are the types of activities depicted below:

- SITREP Submission. The daily SITREP is the means by which the JTF's operational and personnel situations are

communicated to the CINC, supporting commands, and agencies and subordinate commands. Its accuracy is critical and must be carefully scrutinized. Particular emphasis is given to cumulative figures from the preceding day's report as well as the Commander's Evaluation. Coordinating agencies/staffs provide input to the SITREP.

3 **Civil Affairs Branch.** Effective integration of **civil affairs** capabilities into migrant camp operations is an absolute requirement for success. This includes both organization and utilization of the JTF's own forces, as well as effective integration of external agencies/organizations (U. S. government, international, or non-government/private). The method that the JTF Commander uses to ensure unity of effort between the JTF and non-DOD agencies and organizations will largely depend on location and the scope of the JTF mission. A JTF formed specifically to conduct migrant camp operations on a U. S. military facility will chose a very different organizational concept than a JTF in a foreign country with a broad mission, only part of which is the establishment and operation of migrant camps. When migrant camp operations are the primary JTF mission, it is likely that the J3 CA Branch will be a primary advisor to the J3 and serve as the catalyst to integrate external agencies directly into the operations of the JTF staff. When the JTF is assigned broad responsibilities including potential combat, it is more than likely that a separate Civil Military Operations Center (CMOC) would be formed. The CMOC would be run by CA- trained personnel and serve as the single mechanism for liaison and coordination between the military and external agencies/ organizations. The CMOC provides the required focus on civil military operations without disruption of the more traditional military functions of the JOC in a potentially hostile environment. For a more detailed discussion of civil affairs and the agencies/ organizations involved see **Appendix A, Civil Military Operations.**

4 **PSYOP Branch.** The J3 Section may have a PSYOP officer/NCO who coordinates **PSYOP** activities at the staff level. In addition, a **Military Information Support Team (MIST)** may also come under the staff supervision of the J3 Section. In this situation, the **MIST** would be providing general support type activities to the entire JTF.

(b) **Equipment.** Automated data processing; high-rate secure FAX capability; and copier equipment are absolute essentials for the J3 Section

to operate. **Compatibility** in software and hardware capable of handling high volumes of work are necessary. A GSA-approved safe for the storage of classified materials, regional maps, hand-held radios (e.g. Motorola Sabre), and secure telephone equipment (STU-III w/key) are also requirements. Combat camera equipment should be furnished by a Combat Camera Team requested through the CINC.

e. **J4 (Logistics)**

(1) J4 Section advises the JTF Commander on the **logistical support** available for the migrant camp operations. In doing so, he is primarily responsible for developing plans and guidance to ensure effective logistics support for both JTF military forces as well as the migrants.

(2) Functions. **J4 Section's** functions include:

- (a) Order/stage Classes I, III (Packaged and Bulk), IV, and VI in sufficient quantities to support migrant camp construction and JTF operations.
- (b) Provide emergency migrant feeding until migrant rations arrive.
- (c) Provide wholesale supply system interface for Classes I, II, III, III (Packaged and Bulk), IV, VI, VIII, and IX (common user).
- (d) Procure organic or commercial vehicles and Material Handling Equipment (MHE) assets (i.e., forklifts).
- (e) Provide maintenance support of commercial vehicle/MHE assets.
- (f) Provide messing for JTF personnel as required until the JTF field messing facility is established.
- (g) Provide public works support as required.
- (h) Provide for construction of expanded refugee camps if required.
- (i) Provide for disposition of remains of deceased migrants and JTF personnel.
- (j) Provide engineer unit(s) to perform general **engineering support**.
- (k) Provide/procure billeting and messing until a camp is established.

- (l) Provide/procure MHE capable of handling Air Force 463L pallets as required.
- (m) Provide Arrival/Departure control group (A/DACG) and Airlift Control Element (ALCE) support.
- (n) Provide fund site management.
- (o) Establish accountability of all items received and issued to support JTF operations (Supply Support Activity).
- (p) Establish property book **accountability**.
- (q) Establish stockage levels IAW established guidelines.
- (r) Locate and establish an Air LOC for critical/high priority items.
- (s) Be prepared to **requisition**, receive, store, and distribute **all classes of supply**.
- (t) Establish procedures to track requisitions status from source to the JTF.
- (u) Plan, establish, and enforce an aggressive **organizational maintenance** program and establish intermediate maintenance support for all tactical and commercial equipment.
- (v) Ensure transportation support - local haul (Light/Medium Truck).
- (w) Provide unit distribution of all classes of supply (minus Class III and water) to all customers.
- (x) Establish procedures for tracking distribution, and accountability of unit issues/requests.
- (y) Establish material management procedures.
- (z) Provide veterinary support to ensure viability of rations.
- (aa) Store and issue Class X (Sundry Packs).

(2) Organization and Equipment. Due to the extensive nature of logistics support in migrant camp operations, a separate Logistics portion of the TTP is provided in **Chapter V**, Logistics and **Appendix H**, Logistics Planning.

f. J5 Section (Plans)

(1) J5 Section assists the commander in long-range planning, preparation and maintenance of all JTF contingency plans and estimates of the situation pertinent to the JOA. When the commander does not organize a separate J5 Section, future plans become the responsibility of the J3 Section. These plans are executable on order of the JTF Commander.

(2) Functions. J5 Section's functions include:

- (a) Coordination and planning for future (greater than 72 hours in the future according to Joint Pub 5-00.2) JTF operations.
- (b) Integrate planning representatives from other U. S. agencies, non-governmental agencies (NGOs), etc. which are supporting or may be in control of the operation.
- (c) Plan branches and sequels for the operation.
 - 1. Branches. Determine and plan for possible changes in the mission or role of the JTF (mission creep, etc.); shifting priorities; change in unit organization and command relationships; and changes in capabilities, resources, or weather.
 - 2. Sequels. Plan subsequent operations based on possible outcomes of the current or projected branches of the operation.
- (d) Reviews component plans for compliance with JTF orders.
- (e) Coordinate transition of command.
- (f) Recommend changes to ROE based on projected operations.
- (g) Determine if additional forces are required.
- (h) Coordinate and review the Time-Phased Force and Deployment Data (TPFDD) input through the World-Wide Military Command and Control System (WWMCCS).
- (i) Coordinate with the J3 Section to ensure that politico-military activities such as PSYOP, CA, etc., are properly addressed with the appropriate U. S. Embassy and host-nation governments from a strategic and policy viewpoint.

(3) Organization and Equipment

(a) Organization. In some cases, the USACOM Deployable Joint Task Force 140 Cell (DJTF-140C) may be activated to deploy and augment the JTF staff as the J5 Section. This organization consists of up to 33 joint-trained and Service provided personnel who can quickly provide the JTF Commander with expertise across the spectrum of intelligence, operations, logistics, communication, Joint Operations Planning and Execution System (JOPEs), and medical areas. If the DJTF-140C is not activated, the J5 Section would consist of- as a minimum- a J5, Deputy J5, and at least one person to represent the same areas as in the DJTF-140C, in addition to administrative support. It is extremely critical that a JAPES trained officer and WWMCCS (or GCCS when available) enlisted operators are provided. A possible method of operation is for the JTF Commander to request the DJTF-140C for initial planning/employment, and then replacing it within a short period by fewer, more permanent personnel. For more information on the DJTF-140C, contact the USACOM J5.

(b) Equipment. The DJTF-140C comes with enough organic equipment (computers, printers, DART terminal, etc.) to be self sustaining. If the DJTF-140C is not provided, the same type of equipment and supplies will be required. It is especially important that a high-speed printer be provided for the WWMCCS/DART terminal interface.

g. J6 Section (Communications)

(1) J6 Section provides **communications** and **automatic data processing** (ADP) support for the members of the JTF. **Communications planning** for migrant camp operations should be handled like most other contingency operations.

(2) Functions. The **J6 Section** is responsible for the following:

(a) Coordinating communication support requirements for all JTF elements.

(b) If co-located with a U. S. military base, coordinating with host base for **commercial telephone service** (local, long distance, and DSN).

(c) Provide **Local Area Network** (LAN), **Wide Area Network** (WAN), and **Stand Alone Automatic Data Processing** (ADP).

(d) Provide **Automatic Data Processing** (ADP) technical support for JTF agencies.

- (e) Provide **frequency allocation** as required.
- (f) Provide message communication support.
- (g) **Provide HF/UHF/VHF radio systems** as required.
- (h) Provide ADP accountability.
- (i) Provide Cryptological Material Support (CMS).
- (j) Request support, through the CINC, from the Joint Communications Support Element (JCSE).
- (k) Provide logistic and maintenance support for the Deployable Mass Population Identification and Tracking System (DMPITS).

(3) Organization and **Equipment**

- (a) Organization. The J6 Section should have the following personnel: J6, J6A, J6 NCOIC, Current Ops Officer, System Control (SYSCON) Controller (with multichannel satellite experience), SYSCON Controller (with switchboard experience), Engineering Officer, Frequency Management Officer, COMSEC Custodian, Future Plans Officer, and an ADP Officer/NCO.
- (b) Equipment. Standard communication requirements consist of **telephone access**, record traffic capability, radio nets, and a non-secure local area network (LAN) for JTF use (separate from the DMPITS migrant processing LAN to expedite processing of migrant populations) with INTERNET E-MAIL and file transfer (FTP) capability. JTF Headquarters and Component Commanders will provide their own secure phones (STU-IIIs), hand-held radios, and **ADP equipment (small computers)**. Recommended tactical communications equipment and personnel to support the JTF Headquarters includes: TTC-39, TSC-85B/93B, single channel TACSAT (2 each), VHF-FM, a deployable trunked handheld radio system for security and support personnel, and a portable cellular system with phones for key personnel.

h. Public Affairs Office (PAO)/**Joint information Bureau (JIB)**

- (1) **PAO** will be involved in all migrant operations from the initial mission tasking to mission completion. As a general rule, due to expected media interest, a **JIB** should also be established. The **JIB** will coordinate the release of information, news media requests for information, visits, and access to the

migrant camps by media personnel (in coordination with camp commanders). The JIB will facilitate civilian news media representatives in their coverage of JTF activities, and if capable, provide command information (internal information) on the activities of U. S. military personnel engaged in migrant camp operations. PAO/JIB personnel can provide training in [media relations](#) for commanders, staffs and other JTF personnel. The PAO/JIB prepares and executes the JTF public affairs strategy which serves the public's right to be informed, while minimizing risks of disclosure of unauthorized information through effective security at the source. PAO/JIB support the policies of maximum disclosure with minimum delay, open and independent reporting (when and where appropriate), and full and balanced coverage of operations. PAO/JIB provides factual information on all aspects of the operation, keeping in mind that the majority of the information must be unclassified. In addition to the PAO/JIB, the Service components should include a public affairs staff element to provide an active internal information program. During large media interest, these elements may augment the JTF JIB.

(2) Functions. PAO functions include:

- (a) Provide public affairs support to the JTF Commander and subordinate commanders.
- (b) Characterize involvement in the operation as non-confrontational and humanitarian.
- (c) Contribute to national and international public confidence in U. S. procedures for this operation by providing media access to unclassified, timely, and accurate accounts of the humanitarian operation.
- (d) Demonstrate the capabilities, professionalism, readiness, quality, and compassionate responsiveness of U. S. Military personnel as well as illustrate the flexibility and versatility of U. S. forces.
- (e) Assist civilian news personnel to accurately report these operations by establishing a JIB to coordinate public affairs activities during the operation.
- (f) Provide media escort.
- (g) Provide internal releases in coordination with the JTF components.
- (h) Brief JTF forces on the policy in effect for dealing with the media, stressing that this is a humanitarian operation and that maximum cooperation with the media will be provided within operational

limitations.

- (i) Execute on-scene public affairs programs and documentation with regard to all military operations involving the JTF.
- (j) Provide information to units/families at home stations as well as the residents within the JOA in coordination with JTF component commander and staffs.
- (k) Be prepared to provide a [daily news briefing](#) to civilian news personnel. Daily briefings may outline, with basic [public affairs guidance](#), the day's plans and operations.
- (l) Be prepared to accommodate large numbers of civilian news personnel upon arrival of migrants.
- (m) Publish an internal newspaper or bulletin to keep U. S. military units informed of current operations and policies.

(3) Organization and Equipment

- (a) Organization. The following personnel should be considered for the PAO/JIB: Public Affairs Officer/JIB Director, Deputy PAO, briefing/media escort officers, NCOIC/editor, journalists (officer or NCO from each Service represented in the JTF), video specialists/editors, still photographers, and broadcast journalists.
- (b) Equipment. Automated data processing; high-rate FAX capability; and copier equipment are absolute essentials for the PAO to operate. Compatibility in software and hardware capable of handling high volumes of work are necessary. Additionally, a color television, video tape recorders, video camera, journalist camera kits, still video capability (camera and transmitter), portable darkroom capabilities, minimum of three hand-held radios/cellular phones and three pager (beepers), and desktop publishing software(e.g. "Page Maker"). Transportation assets include a minimum of four vehicles for transporting media and one vehicle for the PAO/JIB Director. Ideally, the JIB would include sufficient phone lines for media representatives to file stories during their visits and media sleeping areas if the representatives are expected to remain overnight.

- (4) Additional information on [PAO functions](#) is included in [Appendix E](#), Public Affairs.

i. **Chaplain**. The **Chaplain's** functions include:

(1) The **Chaplain** is the primary **staff officer** expressly designated with the responsibility to inform the Commander of the spiritual, moral, and ethical implications of command policy and practice. Advice and counsel can be offered to the commands and staff by the chaplain on issues regarding human rights, protection of non-combatants, just enforcement of UCMJ issues, and humane treatment of migrants.

(2) **Functions**

(a) Conducting religious worship services, sacraments, rites and ministrations to U. S. and migrant personnel.

(b) Facilitating the free exercise of religion for those service members of other religious traditions.

(c) Providing religious instruction, baptisms, hospital visits, and memorial ceremonies or funerals.

(d) Providing pastoral counseling and guidance to troubled and distressed individuals.

(e) Providing spiritual, moral, ethical, and emotional support for U. S. personnel after notification of serious illness or death in their families by the Red Cross.

(3) **Organization and Equipment**. A complete list of personnel and equipment is discussed in **Appendix C**, Religious Services.

j. **Surgeon**

(1) The **JTF Surgeon** is a special staff officer responsible for providing **medical services** advice to the JTF Commander and coordination of all health care issues and services.

(2) **Functions**. The **Surgeon** is responsible for the following functions:

(a) **Providing health care**.

(b) Providing dental care.

(c) Providing emergency medical and preventive medicine services.

- (d) Coordinating with the J4 for medical logistics support.
- (e) Liaison and coordination with host nation/host base officials.
- (f) Liaison with interagency and NGO representatives on health-related issues.
- (g) Coordinate patient evacuation.
- (h) Provide veterinary health care of military working dogs and migrant pets.

(3) Organization and Equipment. The JTF Surgeon's office should consist of: JTF Surgeon (Family Practice physician with strong background in military Public Health), medical plans officer, environmental health/safety officer, preventive medicine officer, preventative medicine technicians, and a nurse. See **Appendix D** for more details on medical requirements.

k. Staff Judge Advocate (SJA)

(1) SJA provides legal advice to the JTF Commander and staff on all legal issues facing the command. In the area of migrant operations there are some special legal considerations. A SJA with International/Operational Law expertise is desired for this type of operation because of the legal/political implications of the activity of the JTF, whether it is staged at a U. S. facility or in a foreign country. The SJA should be involved in all initial planning and be part of the initial site surveys, contacts with host nations, and relief organizations.

(2) Functions. The SJA should advise the JTF Commander on the following issues:

- (a) Rules of engagement (ROE).
- (b) Authority to discipline migrants.
- (c) Migrant fraternization policy.
- (d) Policy on migrant remains.
- (e) Contracting matters.
- (f) Treaty obligations.
- (g) Jurisdiction over US military personnel.

(h) Status of Forces of US personnel.

(i) Claims.

(3) Organization and Equipment

(a) Organization. The SJA Section should consist of the following: JTF SJA, Deputy JTF SJA, one SJA from each service participating in the operation, and at least one legal clerk.

(b) Equipment

1 Automated data processing, high-rate FAX capability, and copier equipment are absolute essentials for the SJA Section to operate. Compatibility in computer software and hardware capable of handling high volumes are also required.

2 Each Service SJA should bring those applicable Service regulations or publications to properly advise the JTF and Service component commanders on matters of administrative, criminal, and international law. Other specific recommendations on codes and copies of rulings is included in Appendix F.

(4) For more information, see **Appendix F**, Legal Considerations.

1. Liaison Officers. Past JTF operations have shown that qualified **liaison officers** (LNOs) contribute significantly to mission success. JTF Commanders should consider the requirement for **LNOs** early in the planning process. Liaison should be established between the JTF Headquarters and higher commands, between adjacent units, and between supporting or assigned forces and the JTF Headquarters. LNOs are representatives of their Commanders and will normally attend briefings and maintain close contact with the JTF J3 Section (specifically the JOC). When working with host nations, LNOs are often required to coordinate plans and operations. LNOs must be knowledgeable about the capabilities and limitations of their parent units and Services.

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CHAPTER III

CAMP ORGANIZATION AND OPERATIONS

SECTION A - INTRODUCTION

1. Purpose. This chapter discusses how the JTF organizes and operates a migrant camp. Included within the chapter are suggested **command and control** structures, planning considerations, responsibilities, and camp structure. Additionally, the organization of a camp is addressed from the perspective of caring for a migrant from the moment he/she is received until he/she is processed out of the camp.
2. General. Migrant camps are miniature cities in which all basic life-sustaining functions must be planned for and provided by the Joint Task Force (JTF). In every dealing with the migrant population, the personnel involved must remember to treat them with dignity and respect. They are human beings that have been dealt a terrible blow and are doing the best they can. Learn to work with them in order to foster a good working relationship and prevent problems later. The effective operation of these camps requires a well-developed organization and detailed operating procedures, as well as personnel skilled at dealing with migrants. Early in the operation, the JTF will normally be responsible for all functional tasks within the camps. Over time, however, migrants may gradually be given a greater share of responsibility for camp administration and operation, particularly if long-term occupancy is anticipated. Likewise, the relief organizations and international agencies should assume greater responsibilities for operating the camps over time, thus reducing the role of and need for the JTF.

SECTION B - CAMP ORGANIZATION

1. Initial Considerations. The following information provides a guide to the commander as he considers his initial options after being tasked with the mission of establishing and operating a migrant camp. This information will be centered on initial tasks and considerations for establishing a camp. Details on such areas as camp construction, emergency plans, etc., are given in greater detail in later chapters.
 - a. Site Selection Considerations. Consider the following when selecting the site for a camp:
 - (1) Local climate.
 - (2) Permanency of the camp.
 - (3) Anticipated number and size of camps.

- (4) Construction resources available.
- (5) Sanitation, hygiene, and preventive medicine.
- (6) Availability of host nation support for materials and labor.
- (7) Culture of migrants and host nation.
- (8) Administration.
- (9) Availability of food, water, power, and waste disposal.
- (10) Security.
- (11) Transportation (air, sea/water, ground).
- (12) Communications.

b. Camp Layout Considerations. The basic principle of [migrant camp layout](#) is to organize the site into small community-type units or sections. Designed by section, each portion facilitates administration and acts as the center for performing specific functions.

- (1) A camp will likely include:
 - (a) Camp headquarters.
 - (b) Medical facilities (both military and migrant).
 - (c) An isolation ward for sick and disturbed personnel.
 - (d) Two detention centers. One for migrants who commit a criminal act, create a disturbance, or display some other unacceptable behavior on a regular basis, and one as a temporary detention center for minor rules infractions or offenses.
 - (e) A temporary holding area for newly arrived migrants.
 - (f) A processing center for those arriving and departing.
 - (g) Mortuary facility or cemetery.
 - (h) A fire/emergency response facility of some type.

- (i) Sleeping areas.
 - (j) Latrines.
 - (k) Trash disposal sites and collection centers.
 - (l) Shower areas.
 - (m) Sinks/water troughs for personal hygiene, washing small children, and washing clothes.
 - (n) Food storage areas (dry, fresh, and frozen).
 - (o) Storage for camp supplies.
 - (p) Storage for migrant items (secure storage, confiscated material that will be returned, etc.) .
 - (q) Galley/kitchen.
 - (r) Mess hall/dining area.
 - (s) Food distribution center.
 - (t) Meeting and religious services area.
 - (u) Recreation areas.
 - (v) Internal and external security requirements to include the possibility of isolating the camp from any local civilian population in case of rioting.
 - (w) Educational area (school).
- (2) Existing structures such as schools, theaters, halls, unused factories, or worker camps may be used to reduce engineering support and construction items.
- (3) In addition to planning for migrant camp requirements, planners must also identify and plan for JTF requirements.
- (4) Although all of the above areas or items should be considered or checked, the following should be of concern above all other requirements:

- (a) Internal/external security requirements and needs.
- (b) Billeting.
- (c) Messing.
- (d) Water for consumption and cleaning/showers.
- (e) Sanitation.

c. General Planning/Site Survey Guidelines. Consider these points when planning the construction of and conducting a **site survey** for a camp:

- (1) Traditional or cultural designs for camps should be used as appropriate.
- (2) Central services may be located near the camp entrance to avoid traffic through populated areas.
- (3) During planning meetings key non-governmental organizations (NGOs), private voluntary organizations (PVOs), international organizations (IOs), and legal/medical personnel should be represented.
- (4) A **Site Survey** Team must make an inspection of the proposed site prior to the JTF undertaking any type of construction, or entering into contractual agreements/memorandums of agreement and understanding with the host nation (HN). Members of the team should include:
 - (a) Engineers to consider the physical requirements and environmental factors to include connections to utility systems if available.
 - (b) Communicators for communications requirements, camp communications with the headquarters, and host nation capabilities.
 - (c) Military police and combat arms unit personnel (if used) for camp security issues.
 - (d) Logisticians to determine storage distribution, and resupply methods and requirements.
 - (e) Medical personnel for information on the local medical system and its capabilities. They would also determine the needed precautions and dangers of the area to JTF personnel and migrants.
 - (f) Contracting personnel to work host nation support issues.

- (g) Key NGO/PVO/IOs who are likely to be involved.
 - (h) Legal personnel to review any agreements and legal matters.
 - (i) Personnel knowledgeable in the set-up and operation of the **DMPITS** migrant processing center.
- (5) Prior to construction, the JTF Staff Judge Advocate (SJA) should complete or coordinate the completion of all required memorandums of agreement and understanding. He should also determine the legal status of JTF personnel and all other legal aspects of the operation. The SJA must work closely with the DOS/Country Team representatives as well as the NGO/PVO/IOs.
- (6) Camps should normally be limited to a population of 2,500. Ensure the population does not exceed camp capacities or supporting services. If the population is expected to exceed 2,500, multiple sub-camps should be planned.
- (7) Chapter 6 of the United Nations High Commissioner For Refugees (**UNHCR**) **Handbook** For Emergencies provides specific guidelines for site selection and infrastructure design considerations. Military planners should obtain a copy of this critical document early in the planning process.

2. Camp Command and Control Structure

a. Military Structure

- (1) The size and **organization** of the military command and control structure for a migrant camp will depend on the situation in the camp and the size and structure of the staff of the unit responsible for the camp. However, there are basic functions which are normally required for all camps. This section describes a typical structure to accomplish those functions. Commanders must modify this as required to meet their situation.
- (2) A typical military command and control structure for a migrant camp includes the following sections:
- (a) Command Section
 - Camp Commander.
 - Deputy Camp Commander/Executive Officer.

(b) Operations Section

- Operations Officer.
- Security Officer.
- Operations Noncommissioned Officer (NCO).
- Operations Specialist.
- DMPITS Operator.
- Intelligence Specialist.

(c) Support Section

- Administration Specialist.
- Supply Specialist.
- Medical Specialist.
- Food Specialist.

(3) Responsibilities of Key Billets

(a) Camp Commander. Responsible for and directs all camp operations, including housing, feeding, hygiene, supply, movements, security, health care, sanitation, morale, welfare, education, discipline, and self-government.

- 1 Exercises command authority over all U.S. military personnel directly assigned to the camp.
- 2 Ensures proper operations of the camp.
- 3 Approval authority for all activities within the camp, including those coordinated by military personnel, NGO/PVO/IOs, and migrants.
- 4 Ensures records are maintained as required.

5 Reviews and authenticates all reports submitted to higher headquarters.

6 Directs the training and indoctrination of military personnel assigned.

7 Holds periodic meetings with migrant leaders as required.

8 Final Mediator. As the effective mayor of a migrant camp, the commander is the court of last appeal on issues that will occur.

9 Responsible for migrant accountability within the camp.

(b) Deputy Commander/Executive Officer

1 Serves as acting commander in the absence of the commander.

2 Coordinates the functions of the camp staff.

3 Develops and supervises the labor force.

4 Plans, implements, and supervises safety regulations and procedures within the camp.

(c) Non-Commissioned Officer in Charge (NCOIC)

1 Assists the commander in organizing camp operations.

2 Develops and administers work schedules and duty rosters for military personnel.

3 Supervises the training of military personnel in camp operations.

4 Assists the camp commander in maintaining the appearance, morale, welfare, and discipline of military personnel.

(d) Operations Section

1 Plans and conducts all migrant movements.

2 Serves as primary military representative to agencies.

- 3 Plans, monitors, and conducts all aspects of camp security operations.
- 4 Plans and conducts camp census.
- 5 Supervises camp automatic data processing (ADP) and Deployable Mass Population Identification and Tracking System (DMPITS) functions.
- 6 Maintains accountability and movement records.
- 7 Conducts daily debriefings of all personnel operating in the camp.
- 8 Prepares required status and situation reports.

(e) Support Section

- 1 Forecasts, orders, receives, issues, and accounts for all resident and unit supplies.
- 2 Coordinates mess operations.
- 3 Prepares all logistics and personnel status reports.
- 4 Coordinates for services as required (e.g. water, waste removal, latrine servicing, fuel for generators, and engineer support).
- 5 Develops a camp resident supply plan.
- 6 Plans and supervises the camp sanitation and hygiene plans.
- 7 Coordinates medical services support.

(4) Staff Size. The functional sections can be expanded if necessary to accommodate sustained operations and the situation. As a guide, a camp of up to 5,000 residents (or two camps of up to 2,500 each) with a heavy daily movement of persons may require a staff of about twenty five (25).

(5) Security Forces

- (a) General. Normally, a security force consisting of one company size force for internal security and one MP or combat arms company for

external security can secure up to one 5,000- person camp (or two 2,500- person camps).

(b) Security Forces Breakdown

1 Internal Guard Force. The internal guard force should consist of gate guards, internal roving patrols, and guards at key facilities within the camp. Gate guards control access to the camp.

2 External Guard Force

a Screening Force. The screening force is located beyond the camp perimeter and is designed to prevent any migrants from leaving the camp and to repel any external threat to the camp. The force should consist of tower guards and roving patrols who observe and report suspicious activities in the camp as well as attempted escapes, and repel any external threat to the camp. This force operates as observation posts (OP) and security patrols.

b Quick Reaction Force (QRF). The QRF normally consists of a platoon sized unit designed to respond to incidents immediately. Depending on the threat, the QRF may need to be larger. The QRF is normally positioned away from the camp but close enough to allow for a rapid response.

c Blocking/Reinforcing Force. This force occupies assembly areas/blocking positions as required to repel threats to or from the migrants in the immediate camp area or within the geographical area in the event of a disturbance.

d Escorts. Escort personnel to and from the camp as required.

3 Patrol Dogs. Patrol dogs are normally used for general support and can be both a psychological and real deterrent against escape or violence. In past operations, the dogs have been kept out of sight until there is a disturbance where their use is justified. The psychological effect of the dogs suddenly appearing can be a significant force multiplier for the security

force.

4 Loudspeaker Teams. Loudspeaker teams are also normally in general support and can move to critical points to help control an unruly individual or crowd.

5 Tower Guards. Tower guards are located outside the security fence. Their function is to observe the migrants and report any unusual or unauthorized activity along with disturbances, etc.

(6) Stress. Migrant camp operations are very stressful for the military personnel as well as the migrants. Accordingly, commanders should consider ways to reduce stress and to educate the military personnel on stress reduction and management. Personnel rotation and/or time away from the camp should be considered. This protects both the residents and military personnel from poor judgement due to fatigue or pressure.

(7) Community Relations Service (CRS). One of the most potentially helpful agencies for the camp commander is the CRS. This organization can provide assistance in four critical areas. These areas are:

- (a) Family reunification.
- (b) Education and recreation.
- (c) Facilitate discussions between the camp commander and the migrants.
- (d) Match unaccompanied minors with families willing to look after them and provide discipline.

A more detailed explanation of CRS can be found in [Appendix A-3](#).

b. Migrant Structure

(1) Self-Government. Developing self-governing migrant bodies can be a prime factor in the peaceful and efficient operations of migrant camps. When possible, residents should be allowed to exercise self-government by electing their own leaders under military supervision. Self-government personnel may assist in performing the following functions:

- (a) Dissemination of information and policies of the camp commander.
- (b) Feedback to the camp commander on the policies implemented by

military personnel.

(c) Reporting of problems and complaints.

(d) Recruitment of volunteers for work details to include mess duty. See page V-11, sub-paragraph (8), **Migrant Mess Attendant** and Cooks, for additional information.

(e) Location of individuals whose presence is required by the camp commander.

(f) Equitable distribution of supplies.

(g) Promotion of self-sufficiency.

(h) Maintaining order and discipline within the camp.

(2) Guidelines In Organizing Self-Government

(a) The degree of transience within the camps will normally determine the degree of participation and the amount of self-government possible.

(b) Within reason, the local cultural norms for selecting leaders should be followed as opposed to imposing Western democratic styles of government.

(c) Residents involved in self-government should be organized and trained. Whenever practical, residents with prior public and private welfare service should be employed under military supervision.

(d) The camp commander should meet regularly with the resident leadership. Common practice has been to hold daily informal meetings and weekly formal meetings which include the NGO/PVO/IOs.

(e) Resident organizations function to facilitate the objectives of HA or military programs.

(f) The residents of each tent should elect a tent leader. Tent leaders should elect a block leader for their block of tents. Block leaders should elect a camp leader. The camp leader and block leaders should attend periodic meetings to exchange information between the camp residents, NGO/PVO/IOs, and the military camp commander.

(3) Key Migrant Billet Descriptions. Each migrant camp will operate in a different manner, but a common thread is that the camp will operate smoother

if the migrants are involved in the daily operation of the camp. The decision of what type/form of **camp leadership** there will be should be left up to the migrants, with the approval of the camp commander. The form of government and the leadership may change several times as the migrants experiment. One rule to follow is that the military cannot dictate what structure the camp has as long as it fits the prescribed guidelines. Generally, each camp will create a structure that they are familiar with. Military Civil Affairs personnel can assist in helping the migrants who are not familiar with the process, but the most successful organization according to past operations has been the CRS. A generic example of a possible camp **leadership structure** and the duties of key migrant billets are as follows:

- (a) Camp Leader. The **camp leader** is the overall command and control element of the resident leadership. He oversees camp duties/functions with the camp commander, participates in the adjudication of disciplinary actions, and recommends corrective action/punishment. The camp leader may supervise the corrective action in cases of minor infractions after approval by the camp commander.
- (b) Assistant Camp Leader. The assistant camp leader supports the camp leader in the performance of his duties. He supervises many of the lesser tasks that would normally fall to the camp leader and assumes his duties in his absence.
- (c) Supply Boss. The supply boss distributes supplies to the block leaders under military supervision. He also helps maintain a running inventory and advises the deputy camp commander when items run short.
- (d) Labor Boss. The labor boss assists in gathering and supervising **camp volunteers** for work details. A good boss closes the language gap between the military and workers. The use of able-bodied laborers in the camp will minimize manning requirements on the JTF.

SECTION C - CAMP OPERATIONS

1. General. This section discusses the operations of the camp, from the arrival of the migrant at the site to his release. It also outlines the various services which must be provided for the daily care and welfare of each individual migrant.
2. Transporting Migrants From Reception Site To Processing Center
 - a. General. The JTF must plan for the transport of migrants from the initial arrival site/reception site to the processing center. This transportation may be performed by the

JTF's tactical units in conjunction with military police, civil affairs (CA) personnel, and the appropriate NGO/PVO/IOs. Because migrants are frequently fearful, care must be taken to promote their movement and transfer in a positive manner. In most situations, the migrants being moved should clearly understand why and to where they are being moved.

b. Planning Considerations

- (1) Route selection/security.
- (2) Route identification.
- (3) Establishment of control and assembly points.
- (4) Emergency rest stops, medical facilities, and billeting areas (if required).
- (5) Use of local, national, and international support agencies.
- (6) **Translator** and **interpreter support**.
- (7) Type(s) of transportation available.
- (8) An initial security screening of the migrants prior to moving them to the reception/in-processing site.

3. **In-Processing Sequence**. All arriving migrants should undergo in-processing immediately upon arrival. The JTF should establish a processing center to accomplish this mission. Although the process may be performed by JTF personnel, it should be conducted or at least be supported by the relief agencies. Screening and processing can be more efficient if ADP systems are used to store and organize data. Interpreters should be present at every stage of the in-processing sequence.

a. Welcome/Initial Briefing. On arrival at the processing center, the migrants should be greeted in a friendly manner and explained the in-processing procedures and their situation.

b. Security Screening

- (1) General. Screening prevents camp infiltration by insurgents, terrorists, and criminals, but it must be conducted with care to prevent alienating the migrants. INS, Counterintelligence, and other such organizations would be appropriate agencies to conduct the screenings, if they are available. Those identified as

potential trouble sources should be removed and placed in a separate facility immediately after screening and not be allowed to mix with the rest of the migrants.

(2) Personnel and Baggage Search. Search for weapons and contraband. Migrants should be able to keep their personal effects after screening and processing; but, if not, their effects should be safeguarded. Protection of personal belongings should be looked at on a case-by-case basis, keeping in mind security and good order and discipline.

(3) Restricted Items (Contraband). Restricted items such as weapons, illicit drugs, and alcohol should not be allowed in camps. Prescription drugs should not be taken from migrants without first consulting with medical personnel. Confiscated items must be tagged for return to the owner when required and when appropriate.

c. Preventive Medicine Screening. A preliminary examination should be performed to identify migrants requiring medical attention. This screening should include a check for lice and infectious diseases, and may include procedures such as a chest x-ray for tuberculosis, blood samples as appropriate, and an overall visual examination of the individual. If possible, the migrants should be questioned for fever, chills, weight loss, night sweats, persistent cough, hepatitis, and diarrhea. Whenever possible, females should be examined by female medical personnel and be questioned about pregnancy. Medical examinations should be properly supervised, be conducted only by qualified personnel, and should consider cultural attitudes and beliefs. Under most circumstances, such in-depth initial screening will not be possible. A screening questionnaire and brief physical exam is probably the best that time will allow. Screening of incoming personnel should also identify medically trained personnel among the migrants who could be helpful in resolving health problems in the camps. Additional information concerning health service support (HSS) is contained in Appendix D, Medical.

d. Classification. This station at the processing center is concerned with several important factors related to the daily life of the resident.

(1) Billeting. Camp residents are normally billeted according to family, sex, age, and special considerations. Family members should not be separated from each other. If there are tribal/village relationships that are important, make every effort to maintain such relationships. In order to maintain good order and discipline, unaccompanied males should be billeted separately from unaccompanied females or unaccompanied minors. The minors should be billeted with families. Those migrants identified as trouble makers should be billeted away from the other groups. Therefore, billeting groups are as follows:

- Families and unaccompanied minors.
- Unaccompanied female adults.
- Unaccompanied male adults.
- Troublemakers.

(2) Special Skills. Skilled technicians and professional specialists are always needed to assist in camp administration. Doctors, dentists, nurses, lawyers, teachers, policemen, mechanics, carpenters, and cooks are but a few of the essential skills required.

(3) Religion. The residents should be asked about their religious preferences. This information can be used for religious program planning to determine church schedules, identify clergy from the camp population, and determine if there are any special dietary requirements or restrictions due to religious beliefs.

(4) Political and Ethnic Screening. This process is required to ensure political and ethnic rivals are separated.

e. Registration/Identification. Migrant registration and identification is accomplished through a variety of means which may include photographs and identification cards or coded identification bracelets.

(1) Identification is usually performed by military personnel supervised by national or international agencies. Positive identification may be difficult as many migrants will not possess identification documents or in fact do not desire to be identified for one reason or another. However, the situation may dictate that the identification process be very thorough despite a lack of prior documentation.

(2) The Deployable Mass Population Identification and Tracking System (DMPITS) is a fully deployable system normally used to register and track the migrants. This system will provide an automated, integrated data system to help monitor migrant movements and accountability. The system also includes the Automated Finger Identification System (AFIS) and a Bar Code Scanning System. The hardware consists of a desktop computer linked to a system server for data communication. A desktop computer and a printer would be at the processing center, each camp, JTF headquarters, and all involved civilian agencies. Each computer should have on-line access to the DMPITS Records Management data base. DMPITS is composed of two modules: a Positive Identification Module and a Records Management Module.

a The Positive Identification Module creates a digitized fingerprint and photographic image stored in a database and tied to a unique nine digit serial number encoded on an identification bracelet. If required, it also provides a means to produce an ID card with name, photograph, and barcode.

b The Records Management Module incorporates both classification and registration of migrants. All data is tied to the serial number encoded on the ID bracelet and includes name and demographic information, medical status, screening disposition status, and camp administrative information. ID bracelets and scanners are the primary means of tracking and identifying migrants, not ID cards and bar code readers.

f. Sundry Items Issue. Migrants often arrive with little or no personal items to take care of their individual daily needs. Although many items will be provided by the camp, there are certain items which should be issued to the migrants for their own use. These items could include soap, towel, shower shoes, sheet, blanket, a wash bucket, toothbrush and toothpaste, comb/brush, razor, feminine hygiene products, and a pillow. At the same time, a standard clothing issue could be passed out. These sundry packs should be issued immediately upon arrival at processing and the camps stocked to issue replacement items. Prior to issuing personal need items, an informal study should be conducted to evaluate the cultural appropriateness of all items.

4. Movement to Assigned Camps. Once the in-processing sequence is complete, the migrants should be transported to their assigned camp. The same considerations for movement of migrants stated in paragraph 2 of this section apply. As migrants arrive at the camp they should be greeted by the camp commander, briefed on the camp rules and procedures, and assigned a sleeping area. If the camp is mature enough, the migrant leadership should also have a significant role in the in-briefing process.

5. Camp Security. Adequate provisions must be made for **camp security** and the **enforcement** of law, order, and discipline within the camp. The security of the camp residents and U.S. personnel in the camp must be considered when establishing a **security plan**. By and large, the migrant population will police themselves, and group pressure will normally ensure peaceful camp life. However, during the first month or two, the migrant population may not police themselves. The camp commander must be ever vigilant to ensure security of personnel within the camp and prevention of black market activities and prostitution. When the camp administration is presented with unacceptable conduct, either by the populace or through other means, action must be taken to address the misconduct. The individuals involved must be disciplined in a means appropriate to the misconduct. Verbal correction and/or work details in support of the camp are generally appropriate for most infractions and are received positively by the general camp population. For more serious incidents, the segregation of individuals from the camp population may be required.

a. Population Control. **Positive control** of the camp population is key to successful camp security and operations. The migrants' frame of mind from recent experiences may make them difficult to control. They may have little initiative, be uncooperative due to the uncertainty of their future, or be angered because of the situation in which they find themselves. The camp commander and his staff must constantly monitor and assess the atmosphere of the camp. Their daily involvement with the migrant leadership within the camp will serve to give them the first indications of potential difficulties. Essential to population control is the establishment and enforcement of camp rules and grievance procedures.

(1) **Rules**. Camp commanders should establish camp rules to enhance good order and **discipline**. Those rules should be clear and enforceable. Rules should be standardized between camps if there are more than one camp. Rules should be published early, explained, discussed, and amended as required through various means such as policy letters, fliers, and camp meetings. Whenever possible, rules should be enforced by the migrants themselves. The migrants must understand that the rules are there to protect everyone and not to cause misery. Sample camp rules are contained in **Appendix G**.

(2) Grievance Procedures. Camp commanders should establish procedures to quickly and effectively address grievances, both between camp migrants themselves and also towards the camp operations. Grievances among camp residents are best handled by the camp self-governing body. Residents' grievances with camp operations should proceed through the migrant leadership and be brought to the attention of the camp commander via meetings with the camp leader.

b. **Riot Control**. Migrant violence and disorder are either spontaneous emotional eruptions or planned events. In the latter case, their purpose is normally to draw attention to themselves and their cause. Some events may be intramural which involve clashes within the migrants themselves. Such clashes are normally characterized by excitement and violence; both are highly contagious. Riot control measures should aim to restore order with minimum use of force. The general approach is to reduce or disrupt the migrant crowd's unifying influences and de-fuse the situation. FM 19-15, Civil Disturbances, and FMFM 6-4, Marine Rifle Company/Platoon, provide additional information on riot control procedures.

6. Communications

a. Camp commanders must establish an effective **communications** network within their camp. Stationary guard posts (towers/gates/external observation posts) and the Quick Reaction Force (QRF) should be connected to the camp commander via both wire and radio communications assets. Radios should be the primary means of communication for roving patrols. All security posts, patrols, and the QRF should

monitor the designated camp security net. Alternate and emergency signals/communications (such as pyrotechnics, whistles, horns, etc.) should be planned for.

b. The camp headquarters should establish communications with its higher headquarters (the JTG or the JTF headquarters) per the JTF communications plan. For geographically isolated camps this may include message traffic, satellite communications, or other means.

c. As one of the more important tracking tools of the migrants, the DMPITS computers located in the camps should have on-line access to the DMPITS Records Management data base for administration and movement of the migrants. As such, a communications path (fiber optic cable, coaxial cable, wireless, or telephone) should be established.

7. **Information Services.** Information dissemination is an important means of population control. When possible, information should be disseminated within the camps by the migrant leadership. Additional means should be established to ensure **circulation of information**. These could include bulletin boards, leaflets, and **newspapers**. The psychological operations (PSYOP) team (normally a **Military Information Support Team**) supporting the JTF is capable of determining themes and producing information products for dissemination. PSYOP should be integrated into daily planning and operations. Commanders at all levels should be cognizant of the **PSYOP** plan. PSYOP must be flexible and must be capable of being delivered by various media types. Common means of delivering PSYOP information are:

- a. Loudspeaker.
- b. Leaflets.
- c. **Radio/Television.**
- d. Camp organizations/government.
- e. Newspapers.

8. **Medical Services**

a. General Guidelines. **General guidelines** for medical requirements and primary care during migrant camp operations should address the following areas:

- (1) Preventive medicine due to the usually inhospitable nature of the environment, the scope of the mission, and the large numbers of people involved.
- (2) Susceptibility of personnel to heat casualties and food-, vector-, and

water-borne diseases.

- (3) Special health programs that emphasize personal hygiene and preventive medicine techniques are the most valuable.
- (4) Due to the tragedy and suffering generally associated with migrant camp operations, military personnel participating may benefit from appropriate counseling both prior to and following the operation.
- (5) For educational purposes and to assist in controlling sexually transmitted diseases, family planning information and contraception (condoms) devices should be made available to the migrants. Cultural/religious sensitivities must be considered prior to this action.
- (6) Dental care is usually limited to emergency care. Promotion of oral hygiene and preventive dental treatment are often of greater benefit than individual dental work. Traditional methods such as chew sticks and toothpicks may be more appropriate than toothpaste and brushes.
- (7) Medical personnel may be required to deliver babies. If possible, child delivery training should be completed prior to deployment.
- (8) Whenever possible, female medical staff should be present during examination of females. If they are not, either a female migrant, a family member, or two male medical personnel should be present.
- (9) Children (especially those under five years old), pregnant or lactating women, and the elderly are especially vulnerable to malnutrition, infection, and other health problems. Medical personnel should be aware of special requirements for these categories.
- (10) Medical and dietary personnel should understand the basics of a supplementary feeding program for children, pregnant and lactating women, and personnel with medical problems.
- (11) How to conduct a daily sick-call.
- (12) Provide veterinary health support to include care of military working dogs and migrants' pets, and sanitation and wholesomeness inspection of local food sources.

b. Factors Affecting Medical Support. Factors which may affect medical support during migrant camp operations include:

- (1) Number and amount of medical personnel and equipment available.
- (2) International and domestic law restrictions.
- (3) Political expectations and the mission.
- (4) Medical infrastructure and basic services of the host nation that are available to assist in the operation.
- (5) Supporting PVO/NGO/IOs.
- (6) Basic **level of care** expected. The level of care expected must be described, in writing, by higher authority to prevent sudden and insupportable changes in medical care.
- (7) Disease threats in the area of the camp location that may pose risks (potentially detrimental) to U. S. forces personnel and migrants.

c. **Appendix D, Medical**, contains detailed information regarding medical support during migrant camp operations.

9. Morale, Welfare, and Recreation

a. **General**. The planning and organization of social welfare services should be considered early in the establishment and operation of the migrant camp. The overall social welfare scheme should seek to enhance and improve existing coping mechanisms. All programs should encourage a sense of normalcy, security, and community for the migrant, as well as the reduction of stress. In this regard, a camp schedule and routine provides security and normalcy. Inclusion of the migrant in the social welfare system encourages self-sufficiency and reduces dependency. It also ensures that the social welfare programs and services are culturally attuned and appropriate to the needs of the migrant community. There is a need for the social welfare program to deal with the individual and family problems on an individual basis. Also, general community activities, such as cultural events and recreation, will foster a greater sense of community spirit and involvement. Finally, the interaction between the JTF personnel and the migrant population is important for the overall effectiveness of the program. Personal problems and their resolution often depend on the trust and confidence of the migrant in the person providing the service.

b. **Morale**. Migrants are in strange surroundings and uncertain as to their fate. Attention to their morale can help avoid problems. First, it is important to treat them with dignity and respect. Provide them what information is available concerning their status and U.S. intentions toward them, if known. Request interpreters, if not already available, to help organize and direct daily activities. Residents' morale should

improve as their standard of living improves, as they become familiar with their surroundings, and as they recognize that JTF personnel are doing what they can to help them.

c. **Recreation.** A lengthy stay in a migrant camp will become boring and cause restlessness/discontent. Means of diversion are appreciated and help to release pent-up energy and frustration. Examples include:

- (1) Movies or maybe plays put on by the migrants.
- (2) Cultural music.
- (3) Soccer games or other sport activities.
- (4) Card and domino games.
- (5) Books or magazines in the native language.

d. **Routine and Involvement.** Establish and adhere to a **routine** with slight daily variations to keep people content and amused. Constant interaction must be maintained to hold their confidence, with frequent updates on their situation interjected into the routine. Planning, imagination, and sympathy -- considering that the residents are distressed and hopeful people, not prisoners -- is beneficial and must be encouraged throughout the JTF. The camp commander must provide a means for feedback from residents and use their suggestions to improve their quality of life.

e. **Education.** The educational system should be organized and run by the migrants to the greatest extent possible. Regular classes and organized activities for the children have a positive effect on the operations of the camp. The level of the education program depends upon the educational background of the migrants and the resources available. Adult education should be established also.

f. **Paying Migrants for Work Performed.** The payment of migrants in cash or kind for community services is acceptable and must be addressed in relation to camp operations. The issue of paying migrants for work performed can have a great effect on the character of the camps. Payment can not be made for every task which must be done by the migrants themselves within the camps and yet without paying, tasks essential to the camp's well-being will either not be done or will be done by JTF personnel or outside labor. Before any payment scheme is introduced, the potential costs of such a program must be considered. The supply system must be capable of supporting the wage scheme. It must be considered that once payment is introduced, all workers will want to participate in the program. Clear delineations must be made as to which jobs will be paid for. Naturally, a standard scale of payment for work must be established. Major discord in and between camps may occur if different pay

scales are used in different camps for the same work.

g. Meals. One of the greatest contributors to good morale in a camp is a well prepared and pleasing meal. Every meal is a highlight and cultural event of the day. To the greatest extent possible, the migrants should be poled on the types of meals they prefer, size of portions, spices to be used and participate in the preparation. Solicit the migrant leadership for ideas that will aid in quick food distribution and equal treatment of all.

10. Emergency Services. As with any community, there will be requirements for some form of emergency services in the camp. Plans should be generated to consider such areas as fire protection, medical evacuation, severe weather, or emergency surgery. Many of these services will be planned and provided by the JTF. Nevertheless, camp commanders must ensure their emergency services plans are coordinated within the JTF and with various relief agencies.

11. Postal Services. There may be a large demand for communications between the migrant population and relatives outside the area. A postal service system and a method of selling stamps to the migrants (or allowing free mail service) should be established. In past operations, the World Relief Organization and the Red Cross have agreed to pay for the cost of postage.

12. Telephone Services. As with the mail service, telephone services for the migrants should be established. However, prior to providing this service, funding responsibilities must be established. Normal procedure would have the migrant place a collect call in order to use the telephone service. As always, exceptions will be made depending on the situation.

13. Mortuary Affairs. A plan must be formulated for the processing and disposition of remains of migrants. Specifically, the proper treatment of the remains in concert with the beliefs of the migrants and host nation laws and instructions must be accounted for. If the remains cannot be returned to the home country of the migrant, a cemetery or some other procedures, will need to be established.

14. Religious Services. The religious needs of the migrants must be coordinated, supervised, and approved by the military chaplains. They should be afforded ample opportunity to freely exercise their religious traditions and spiritual customs.

a. Either military chaplains or migrant clergy, rabbis, priests, or pastors indigenous to the population may conduct services. If migrant lay leaders, priests, and pastors are used, their activities should be coordinated, supervised, and approved.

b. Where significant numbers of migrants are of another faith, appropriate authorities should be contacted to provide adequate religious support from native speaking spiritual leaders. Their access to the camps should be subject to the approval of the JTF Commander as advised by the Command Chaplain. Their activities should be

coordinated, supervised, and approved. Schedules should be disseminated throughout the camp.

- c. The ability to communicate well is critical for effective religious ministry. A linguist should be assigned to the Religious Ministry Support Team (RMST). This individual is desired in order to assist the chaplain in leading worship services and conducting individual or group sessions in the comfort of the migrants' language.
- d. A basic reference document on the religious practices of the migrants should be obtained or prepared by the JTF Chaplain prior to receiving migrants.
- e. Due to the remote site locations anticipated in most migrant camp operations, indirect religious support will also likely be provided to personnel from other government agencies and civilians working directly with the camp.

15. Out-processing. Out-processing procedures will be guided by the political decisions/agreements made for the disposition of the migrants such as repatriation, transfer to another camp, or immigration to the U.S. or another country. In all cases, there should be systematic, organized and documented procedures which ensure thorough processing of all departing migrants. Immigration and Naturalization Service and Department of State representatives will likely play a leading role in the process. In all cases, JTF personnel must be prepared to assist in or conduct any or all of the out-processing procedures. At a minimum, out-processing procedures should include:

- a. Medical screening.
- b. Maintaining accurate records of each migrant's health status, date of departure, mode of transportation, and destination.
- c. Arrangements for the disposition of each migrant's personal belongings.
- d. Closeout of the migrant's DMPITS record.
- e. Placing the migrant on a manifest.

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CHAPTER IV

CAMP CONSTRUCTION REQUIREMENTS

(MODEL FOR 10,000 MIGRANTS)

1. **Introduction.** This chapter describes a generic 10,000 person migrant camp and the key engineering and support activities required for the **construction** and maintenance of the camp. This information was largely derived from experiences with the migrant camps at Guantanamo Bay Naval Base, Cuba; Desert Storm; Provide Comfort; and other Joint Universal Lessons Learned (JULLs).
2. **Engineer Staffing and Organization.** The development of the JTF **engineering staff** must account for numerous and varied activities. The JTF engineering staff must include expertise in the following areas: Environmental, Real Estate, Engineer Contracting, Construction Management, Combat Engineering (see paragraph 4.d. below), and Planning. Depending upon the scope of the mission it may be difficult to justify a large enough staff to assign each of these areas to separate individuals. However, every effort should be made to ensure the staffing supports the scope of the mission defined. Secondly, in Chapter II, the concept of a Support Command was introduced. It is very likely that many engineering functions, at the staff and unit level, could come under this command. For example, the construction units and the construction management, to include the environmental services division, could be in the support command since their duties and responsibilities support the JTF as a whole rather than a particular component.
3. **Environmental.** All operations should be conducted in a manner which exhibits leadership in the protection of the environment. Units should always plan to operate under their respective service procedures and the Overseas Environmental Baseline Guidelines Document (OEBGD). The JTF will comply with the spirit of the OEBGD to the greatest extent allowed by the conditions of field operations. Spirit is defined as expending every effort to protect the environment without endangering the successful completion of the mission. An environmental assessment must be conducted for migrant camp operations, or an exception must be requested by the JTF and granted by the Secretary of Defense.
4. **Construction Unit and Capabilities**
 - a. The following is a simplified explanation of the different Service capabilities and deployability. This chapter is intended only to give a broad understanding of the types of units that are most likely to be tasked to support migrant camp operations. **Attachment IV-A** is a more detailed spreadsheet of the Services' overall capabilities. All of the Services' engineering units are not described. The use of Reserve component units are not described separately since most of their capabilities mirror their active duty counterparts (with a few exceptions like the Naval Support Units

(NSUs)).

b. Engineering construction units vary in size and capabilities for each Service, and each Service's engineering units are tailored to that Service's requirements. Therefore, each Service's engineers would usually be most effective in providing support to their Service. However, during migrant camp operations, there are likely to be exceptions to single Service engineering support. In order to task the most effective and yet smallest JTF engineering force, all engineering factors must be considered.

(1) Engineering support units (Combat Service Support, etc.) are engineering units built within combat units. These units directly support unit/camp operations. The Army and the Marine Corps, in particular, have engineering unit capabilities within the deployable combat arms. The advantage of this type of capability is that when the combat arms units deploy, that support unit usually deploys with the parent unit. However, if these engineering units were to be tasked by a Unified Command to support a JTF without their parent combat unit, the combat arms units' combat readiness and effectiveness could be greatly diminished. The Air Force's Prime BEEF units are comparable as they are also frequently tied to combat units. However, Prime BEEF units are relatively more numerous and interchangeable and, therefore, usually do not degrade a combat unit if tasked to deploy independently. Also, the Air Force frequently tasks composite Prime BEEF teams from multiple bases rather than degrade a combat unit's capabilities.

(2) Horizontal construction capabilities, usually airfield or road construction, exists in each of the Services. In general, the Army has the heaviest horizontal construction capability; the Marines have the lightest. The Army's capability is rough in nature while the Navy's Construction Battalions (known as SEABEES) and the Air Force's RED HORSE are more refined and include capabilities such as asphalt paving. The Air Force and Navy have 48-hour-response air-deployable units. The Air Force's Prime BEEF team has minor capability in horizontal construction.

(3) Vertical construction capabilities, usually facilities and utilities, also exist in each of the Services. The Marine Corps capability is minimal and the Army's capability focuses on expedient and temporary construction, with some capability for permanent construction. Both the Navy SEABEES and the Air Force RED HORSE represent the greatest capability for finished/ permanent construction (while also capable of expedient construction). The Air Force's Prime BEEF team has minor capability in vertical construction.

(4) Combat engineering cannot be omitted as a concern, even for migrant camp operations. These operations could require mine removal, for example, in present or former areas of conflict. Army and Marine combat engineers are

the specialists in this area, while Navy and Air Force capabilities are minimal.

c. Engineering maintenance. Once the camps are erected, as with any facility, there will be required maintenance. It is not recommended to use the primary construction units for the maintenance task. There are two primary reasons for tasking separate engineering units for construction and maintenance. First and foremost, the construction unit's primary focus must remain on constructing additional camps and completing upgrades to existing camps. Second, the requirements for the maintenance unit is usually far less stringent in amounts of personnel, types and numbers of equipment, and specific capabilities of the personnel. Therefore, tasking construction units to construct the camps, with follow-on maintenance units to maintain the camps, provides the best support. Additionally, this arrangement allows construction units to prepare for other taskings once initial construction is complete.

d. Temporary versus semi-permanent camps. Each of the Services possess engineering units highly capable of constructing temporary and expedient migrant camps. However, if more permanent migrant facilities (SEA Huts) or more refined JTF and support facilities are desired, the SEABEES or RED HORSE generally possess the greatest mission capability.

5. Planning tools. To expedite construction, several of the Services- as well as the commercial industry- have developed computer-generated tools to assist in design, construction, and developing bills of material. Probably the best single tool which meets the needs of the military engineer planning construction is the Navy's Advanced Base Functional Components (ABFCs). This tool provides space requirements, design drawings, and bills of material.

6. Construction Equipment. There are significant variations among the engineering units in the types of construction equipment they possess. **Attachment IV-B** is a matrix of key equipment from the Tables of Allowance (TOAs) of the units which possess the greatest heavy equipment capabilities. Many of the Services' engineering units maintain the minimal deployable TOA. However, many of these units (such as the Air Force's Prime BEEF) have the mission to maintain unit proficiency on equipment which may be at their destination. Through prepositioned, shared (24-hour shifts), or leased equipment, these units maintain the capability of heavy construction while being more easily deployable.

7. Construction. Few, if any, engineering construction missions can be accomplished without Class IV construction materials. The construction materials, existing facilities, bare-base assets (such as Harvest Falcon or Force Provider), or packaged bills of materials must be of sufficient quantities to provide for the migrants, JTF components, and any other agencies the JTF is tasked to support. The construction materials that are required will vary in accordance with the mission and timeliness of the tasking. Under the worst of circumstances, a sheet of plastic may represent shelter and the humanitarian MRE may serve as subsistence, until the engineers and materials arrive to begin construction.

a. Contingency Kit. Lacking a DoD or United Nations standard material list for a camp, USACOM has developed the **Land-Based Contingency Kit (LBCK)** (See **Attachment IV-C**). The LBCK represents a relatively austere tent city, but one which can be operational within 48-72 hours, assuming all materials are on site, requiring less than 100 construction personnel. The nominal time of construction can be reduced with experienced crews or more personnel in a well coordinated effort. The LBCK material list is for a camp of 2,500 people using GP medium tents (without flooring), portable latrines, security lighting, generator support, etc.

b. Kitchen Facility. A separate bill of materials also needs to be developed for a kitchen facility which can prepare simple, culturally-based menus for 5,000 people, or two 2,500-person camps. The kitchen facility should be for food preparation only, with the dining area provided under the cargo parachute contained in the LBCK or some other facility.

c. JTF Requirements. The camp which will support the JTF requirements must also be planned. Under ideal circumstances the Air Force's Bare Base or Army's Force Provider assets could be tasked. However, these are limited assets and may not be available. The LBCK could serve as the core of the JTF base camp but additional requirements should be anticipated from the outset. Examples include electrical upgrades, maintenance facilities, and standard of living. These requirements will be greater than those of the migrant camp if the JTF is to reach peak performance.

d. Medical. The use of an Air Force Air Transportable Hospital, or another service's equivalent, is very likely. While many of these medical facilities are fairly self-contained, all require an abundant supply of potable water, demand highly reliable power, and generate large volumes of hazardous waste. In migrant camp operation, the ability to save lives and/or rapidly process migrants may well depend directly on the ability to rapidly establish and operate a first aid medical facility.

8. Camp Layout, Space, and Other Requirements. A generic camp layout could never work under all circumstances; however, it can serve as a starting place for planning. The generic camp layout provided in this chapter is for a 10,000 person migrant camp using four, 2,500-person sub-camps. The sub-camps do not have to be adjacent, although it is the most convenient arrangement. Ideally, a single and centralized support and logistics facility should be used.

Attachment IV-D is an operationally proven set of space requirements and cost estimates (the cost estimates assume 1994 CONUS prices) for a generic camp. **Attachments IV-G-1 through 3** are sample drawings which correspond with the requirements defined in this paragraph as well as **attachments IV-C**, attachment IV-D, and paragraph 7.a.

a. Billeting is the primary focus of the camp, from the beginning to the end. Initial shelter may consist of little more than a sheet of plastic. However, any camp developed by DOD will most likely rapidly evolve into a tent city constructed of GP medium tents or like items. The military uses GP medium tents to house 10-20

personnel, depending upon the duration of deployment and the quality of life desired. Using UNHCR guides (3.5 sq m per person), a GP medium tent can house 14-15 migrants. If the duration of stay is short (only several days) the flow of migrants may force a number greater than 15. If, however, the duration of stay for each migrant is lengthy, all attempts should be made to reduce the number to 10-12. Also, under all circumstances, family unity should be considered. The use of larger assets like GP large tents allows more billeting per tent (29 people). However, it is not advisable to concentrate this many people in a single shelter.

b. Feeding the migrant population has proven to be most successful when the food is mass prepared and brought to the migrant camp versus a cafeteria style facility where the migrants come to the food preparation area. The area (and asset) planned for food distribution in the LBCK is a single cargo parachute mounted to a telephone pole (to create shade) which should be located inside each 2,500-person camp.

c. Showers or bathing is one of the most significant quality of life issues to be addressed early in construction. Wash basin sponge bathing may be sufficient for the first few days of camp life; however, for quality of life, sanitation, and disease control, adequate shower facilities should be constructed as soon as possible (in accordance with available water supplies). Temporary bathing facilities can be set up using a few of the port-a-lets without human waste tubs for allowing migrants privacy to wash themselves until showers are available. The Navy's ABFC's provide an excellent sample 8-person shower. However, two changes are recommended. First, the shower heads should be designed for individual use. The heads should be water flow reduction heads with spring valves that allow water flow only when pulled (reducing water consumption up to 80%). Second, the showers should be constructed on 2 foot high legs. This provides easy access to the plumbing and allows the showers to be constructed outside an operational camp and then brought in. However, if the operation is expected to continue for an extended period, it is highly recommended that slab on grade, concrete block facilities be constructed as soon as possible. There is no definitive UNHCR guide for the numbers of showers per population. However, it is recommended that the migrant-to-shower ratio not exceed 100 to 1.

d. Latrine facilities must be installed prior to declaring any camp operational. The nature of the latrines may vary: military expedient designs, "porta-johns", or multiple "head" toilet facilities. The sanitation of the latrines may also vary: slit trenches with lime or other treatment, holding tanks with "blue fluid" which must be serviced, or direct construction to existing sanitation lines. It is strongly recommended that a multiple toilet facility or asset be used. Servicing a large number of portable toilets and disposing of the waste in a proper location requires too much equipment and manpower and can become an overwhelming task.

e. Trash and sewage collection and removal is also critical to camp sanitation. It is recommended to use a 35-40 gallon trash can for every 2-4 tents/facilities. The

migrants should be tasked with emptying all trash cans at a central collection point or dumpster. Experience has shown that approximately six dumpsters are needed per 2,500-person camp. Trash and sewage disposal will also be a priority. An immediate landfill and sewage pit must be identified or constructed. In particular for the sewage pit, environmental issues- especially water table contamination- must be considered. The ideal is to contract for sewage treatment or ship in and install a portable sewage treatment plant.

f. Migrant laundry facilities need to be no more than a multiple wash basin facility. Proper drainage is critical. Experience has shown that the wash basin additionally serves as a community gathering place, and therefore, space should not be limited.

g. Functional tents should be established in each 2,500-person camp. These tents should number 8-10 in each camp, be located near the entrance to the camp, and have 2-3 times the normal spacing to allow for orderly assembly at each tent. Typical uses for these functional tents include internal camp in-and-out processing, meetings with relief volunteers, religious services, educational classes, daily sick call, migrant camp leader meetings, and community recreation centers.

h. Medical isolation areas may have to be established within the 2,500-person camps or as a separate camp depending upon the type of disease, the contagiousness of the disease, and the intensity with which it has already reached the camp population. Creating a medical isolation area within the 2,500 person camp will definitely prove to be the fastest, easiest option as well as least disruptive to migrants and camp organization. However, if the medical situation dictates, a mini-camp should be built which is geographically separated and which meets the medical community's guidelines and requirements.

i. An Internment/Detention compound will generally have to be established as a separate compound. One camp will be for temporary internment for migrants committing minor infractions and one for permanent internment for migrants that commit serious infractions or who are constant troublemakers. The internment compound should be built as a mini-camp with austere conditions. The grounds should be cleared of objects which could be used as weapons (rocks, tent stakes, tree branches, etc.), be geographically separate from others, and meet the security community's guidelines and requirements.

j. Fencing or concertina wire, if necessary, should be erected to establish the controls or limits to movement as required by the operation, whether it is limiting the migrants and/or outside groups. Concertina wire tends to be more expedient, while probably the most offensive. However, all efforts should be made to maximize safety and to minimize the concentration camp look and feel of the camp. One method which has been reasonably successful is to use construction barrier fencing (the orange or green webbed fencing frequently seen on construction sights) placed several feet inside of the

security fencing. This prevents young children from being hurt inadvertently and puts safety limits on recreational activities such as soccer. If solid fencing is not required, this construction fencing may be used to channel migrants away from unsafe areas or for organizational or queuing purposes.

k. Observation towers and entry control shacks should be constructed prior to the full operation of the camp if possible. Guard towers should be placed at each corner of a rectangular camp or more often if the shape or lay of the land dictates. Guard towers should be constructed for an eye level of 15 feet, otherwise visibility will be obstructed by the height of the GP medium tent. Entry control shacks will be needed at each entrance to channel/control vehicle and personnel flow in and out of the camp.

l. Security lighting is required in and around the camp. Security lighting may be expedited using "light-alls" or may be constructed relatively quickly using the telephone poles listed in the LBCK. The security lighting should always be on the outside of any fencing. This will prevent mischievous or unruly use of the lighting by the migrants.

m. A public address (PA) system may be installed quickly using the same poles used for the security lighting. The PA system can be used for authorized broadcasting of information along with the playing of news, music, or radio.

n. A road network, both internal and external to the camp must be in place or established. A primary objective of the JTF should be to site the migrant camp and support facilities near at least one primary road artery. However, in most scenarios, the migrant camps will be established in open fields with minimal improved roads. Both for ease of movement for vehicle traffic and for dust control early construction efforts should extend to preparing, as a minimum, graded and compacted service roads. Also, it is very likely that camp sites may require leveling and clearing of brush. This will probably cause a "dust bowl" or a "mud bowl" depending on the weather. Efforts should be taken to use environmentally approved soil stabilizers prior to migrants occupying the camp, or as soon after as possible. (There are currently, commercially available, environmentally approved water soluble products which can be applied using a water distribution truck with spray bar.)

o. A processing center (or centers) should be established at the outer limits of the total 10,000-person camp. All migrants should be channeled through this location for in-and-out processing. The processing center will likely include 10-15 work stations to accommodate numerous organizations and processes. These can include camp migrant identification, governmental organizations, volunteer organizations, religious organizations, medical screening, civil affairs, interpreters, and the issuance of a sundry packages with clothing and personal hygiene items. Depending on the condition of the migrants, the first few stations may include bathing, delousing, and rest rooms.

9. Utilities. Utilities are likely to be minimal and almost always inadequate for the total operation. Therefore, the camps should initially be constructed with temporary utilities. This would include 2-4 generators per 2,500-person sub-camp, water buffaloes, and temporary sanitary/latrine facilities. However, for more permanent camps, plan for electrical distribution from larger centralized generators or main distribution, water distribution, and multiple head latrines with reduced service and/or improved sanitation.

a. Electrical. The 2,500 person camps as designed in the LBCK require a single 60 Kw generator. However, for contingencies such as engine failure, there should be two 60 Kw generators in parallel with a throw switch or quick disconnect. The primary purpose of the generators is to support security lighting. The LBCK tent sets do not contain tent lighting or electrical outlets. Using only exterior lighting in the camps is adequate for migrant safety and encourages a "quiet" time at night, critical to the camp population. However, small generators were not designed for long term, continual use. For long term operations, larger generators (or other primary source of power) and an electrical distribution system should be established.

b. Water. Water service will likely be minimal at the beginning of any camp operation, consisting of water buffaloes, lister bags, or possibly above ground water distribution. A serious drawback of this operation is that the water frequently warms from the sun beyond palatable levels. Until construction upgrades are possible, ensuring the water is periodically iced down is one solution, but this requires an additional camp service. Also, several of the specialized Service units and capabilities can be utilized to greatly expedite water supplies and distribution. For example, many Navy ships can produce potable water in excess of their needs which can be downloaded and trucked to camps. The Army and Air Force, in particular, have large tactical land based Reverse Osmosis Water Processing Units (ROWPUs, 3,000 gal/hr) and water barges (ROWPU barge) which can produce approximately 180,000 gallons per day. The Army has a Tactical Water Distribution System (TWDS) unit that can establish a water distribution system totalling 25 miles.

c. Sanitary service. Sanitary service is a significant construction upgrade, but will be required to maintain the highest level of health and disease control. Because of limited treatment or disposal facilities, it will most likely be best to consider two separate systems: one for human waste disposal and one for grey water disposal (showers, wash basins, and laundry). (See paragraph 8.c and 8.d. above.) Grey water, depending upon location, may be disposed more readily if it is environmentally safe.

10. Timeline/Planning Sequence. Experience has shown that, in supporting migrant camp operations in OCONUS locations, several extenuating factors must be considered in addition to an assessment of the engineers' ability to do the job. Two major factors are the availability of construction materials on location (probably minimal) and major infrastructure (in particular airports, seaports, and road networks).

a. Examples. [Attachment IV-E](#) contains actual timelines in support of Haitian and Cuban migrant camp operations at Guantanamo Bay, Cuba and Grand Turk Islands, Bahamas. These timelines are examples of items worthy of tracking, but should not be held as documentation of capabilities of the transport and logistics capabilities to other locations.

b. Prepositioned Materials. Although not normally a JTF responsibility, the key to maximizing logistics performance and/or support to engineers and operators is to pre-purchase and pre-position as much material as possible. Prepositioning material is usually an improbability, but pre-purchasing need not be, since the visibility of the purchasing at the component level can frequently be minimized.

11. Joint Boards. There are two joint engineering boards (see Chapter II) which the JTF may activate, the Joint Facilities Utilization Board and the Joint Civil and Military Engineering Board. The Joint Facilities Utilization Board is formed when, "operations warrant the creation of a management organization to evaluate and reconcile service component use of real estate and existing facilities". The Joint Civil and Military Engineering Board is formed when, "the complexities of the JTF operations demand that civil-military construction and engineering projects and resources be prioritized and allocated to better meet mission requirements".

12. United Nations Considerations. The single, best source document for migrant camp operations built to support or turned over to a United Nations operation is the [United Nations High Commissioner for Refugees \(UNHCR\) Handbook For Emergencies](#). This handbook is reportedly under revision but is currently the reference by which camps are reviewed by United Nations inspectors.

a. Differences. There are three major areas which the USACOM/DoD generic camp layout differs from the UNHCR handbook.

(1) Layout. The UNHCR handbook recommends a circular camp layout with 500 or less migrants in each camp (usually semi-permanent construction). The USACOM camp is generically designed in a linear layout and houses 2,500 migrants (normally with expedient construction).

(2) Latrines. The UNHCR handbook recommends that latrine facilities be within 50m (165 ft) of each living quarters. U.S. military manuals typically recommend that temporary latrine facilities be at least 200 feet (65m) from housing facilities.

(3) Design. A critical factor which differs between the design for U.N. camps and the USACOM design is that the recommended U.N. camp is for long-term habitation which fosters a sense of community among the migrants. The USACOM camp design is intended for short-term, DoD involvement and considers the potential for some adversarial component which necessitates a more controlled environment.

13. Emergency Services. Emergency services at migrant camps and support facilities include fire protection, medical services, facility and resource protection. Under most circumstances, infrastructure and local economy resources will be less than ideal to provide adequate support to migrant camp operations. Therefore, the JTF must plan for and provide these services. With appropriate attention to design layout and construction methods, emergency services can be greatly enhanced. For example, the sample tent city drawings show tent blocks of 14 tents each with 10 feet between tents, and with 30 foot wide fire lanes surrounding the block of 14 tents. The fire lanes should not be blocked by any obstructions. These distances allow for fire risks and damage to be minimized. These distances are also fairly basic quality of life standards as well. Resource and personnel protection, in particular exterior security, will be performed by the JTF. Medical services are covered in Chapter III and Appendix D.

14. Real Estate. Real estate will be a key issue in the preconstruction phase of the operation. If possible, a thorough engineering/logistics site survey should be conducted to ensure adequate and accessible real estate is identified for the operation. If a site survey cannot be done, then satellite photographs, Defense Mapping Agency (DMA) maps, old photographs, etc. allow planners reasonable accuracy for initial planning. Once an area has been identified, the JTF Engineering real estate staff or the Department of State, as appropriate, must negotiate the use/lease of the land/facilities if not in the U.S. or U.S. territory.

15. Contractors and/or LOGCAP. In many operations, military forces will be used for responsiveness and expediency. Many service operations may be contracted early in the operation. Examples include trash removal, food preparation, and in many cases simple construction tasks (such as building wash basins, showers, etc). There is currently an Army on-call contract called Logistics Civil Augmentation Program (LOGCAP). This program allows the Department of Army to contract any amount (up to 100%) of camp construction and operations to its contractor. There are specific advantages and disadvantages of using LOGCAP instead of the military which must be thoroughly understood and considered. The JTF planners should contact the program managers to obtain this information before deciding on a course of action.(See Chapter II for additional information.)

16. United Nations Operations. It is very possible that future operations may be U.N. sponsored rather than simply U.N. sanctioned or totally independent U.S. actions. In this case, the military engineers will be under U.N. command and control and will have to follow U.N. guides and requirements. The basic performance of engineering skills should not be altered, however the engineer planner will be governed by U.N. guides. Therefore, the planner must become as familiar with U.N guides, international practices, and cultural differences as with U.S. laws and military standards. **Attachment IV-F** is a short checklist for the engineer planner before beginning U.N. operations.

Attachments:

- IV-A - Engineering Capabilities Spreadsheet
- IV-B - Equipment TOA Spreadsheet
- IV-C - 2500 Person LBCK Bill of Materials
- IV-D - Land/Space Requirements and Cost Estimates
- IV-E - Timeline Examples
- IV-F - Engineering questions for U.N Operations
- IV-G - Tent Block/Camp/Compound Drawings

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ATTACHMENT IV-A

SERVICE ENGINEERS: TASKS AND CAPABILITIES

1. Engineering unit abbreviations used for this table:

Marine Corps

CEB	Combat Engineer Battalion
ESB	Engineer Support Battalion
MWSS	Marine Wing Support Squadron

Navy

NMCB	Naval Mobile Construction Battalion
ACB	Amphibious Construction Battalion
CBMU	Construction Battalion Maintenance Unit

Army

CBT	Engineer Combat Heavy Battalion
ABN	Airborne
CSE	Combat Support Equipment
Othr	Other

Air Force

RH	RED HORSE
PB	Prime BEEF
Oth	Other, e.g. Fire Fighters, Explosive Ordinance Disposal

2. TASK PRIORITY AND CAPABILITY CODE:

First Letter:

P	Primary Task/Responsibility
S	Secondary Task
N	Not a Task

Second Letter:

H	Heavy Capability
M	Medium Capability
L	Light Capability
N	No Tasking

* FULLY CAPABLE WITH PROPER AUGMENT UNITS

@ USUALLY DONE IN SUPPORT OF AIR FORCE PRIME BEEF UNITS

NOTES:

(1) The Army and Navy Engineers are capable of performing all Mobility, Counter-Mobility, Survivability, General Engineering, Utilities and Bulk Fuel support. However, the units that perform the general utilities and bulk fuel are specialized companies that need to be specifically requested, ie. quarry ops., well drilling and port/waterfront construction.

ATTACHMENT IV-A

ENGINEER TASKS, CAPABILITIES, AND SOURCES OF SUPPORT

	MARINES			NAVY			ARMY				AIR FORCE			CIV
	CEB	ESB	MWS	NMCB	ACB	CBMU	CBT	ABN	CSE	Othr	RH	PB	Oth	
MOBILITY TASKS (Cmbt Support)														
Conduct Engr Recon	PM	PM	PL	NM	NL	NN	PH	PL	PH	NN	NL	NL	NN	NN
Breach Obstacles	PH	SM	NL	NM	NN	NN	PH	PL	PH	NN	NL	NN	NN	NL
Construct Pioneer Roads	PH	SH	SL	SH	NN	NL	PH	PL	PH	NL	NL	NN	NN	NL
Assault Bridging	PL	SL	NN	NN	NN	NN	PH*	NN	PH*	NN	NN	NN	NN	NN
Clear Mines	PH	SH	SL	NN	NN	NN	PH	PL	PH	NN	NL	NN	SM	NN
Clear Helo Landing Sites	PM	PH	SL	SH	NN	NL	PH	PL	PH	NL	PH	PM	NN	NL
Improve Beaches	PH	SH	NN	PH	SL	NL	PH	PL	PH	SM	NL	NN	NN	NN
Employ Special Demolitions	PH	SH	NL	NL	NN	NN	PH	PL	PH	NL	SL	NN	SL	NN
Provide Tech Engr Advice	PH	NH	PH	NM	NL	NL	PH	PL	PH	NN	PM	PM	NN	NN
Fight as Infantry	SM	NL	NN	SL	NN	SL	SH	SH	SL	NN	SL	SL	NN	NN
COUNTERMOBILITY(Cmbt Support)														
Conduct Engr Recon	PM	PM	PM	NL	NL	NN	PH	PL	PH	NN	NL	NL	NN	NN
Place Mines	PH	SH	SL	NN	NN	NN	PH	PL	PH	NN	NL	NN	NL	NN
Plan/Install Obstacles	PH	SH	SL	NH	NL	NL	PH	PL	PH	NN	SM	SM	NN	NN
Special Demolitions	PH	SH	NL	NL	NN	NN	PH	PL	PH	NL	SL	NN	SL	NN

	MARINES			NAVY			ARMY				AIR FORCE			CIV
	CEB	ESB	MWS	NMCB	ACB	CBMU	CBT	ABN	CSE	Othr	RH	PB	Oth	
Provide Tech Engr Advice	PH	SH	PH	NM	NL	NL	PH	PL	PH	NN	PM	PM	NN	NN
Fight as Infantry	SM	NL	NN	NL	NN	NL	SM	SL	SM	NN	SL	SL	NN	NN
SURVIVABILITY TASKS (Combat Support)														
Construct Field Fortifications	PH	PH	PM	SH	NN	NN	PH	PL	PH	NN	SM	SL	NN	NL
Employ Special Demolitions	PH	PH	NL	NL	NN	NN	PH	PL	PH	NL	SL	NN	SL	NN
Provide Tech Engr Advice	PH	PH	PH	NM	NL	NL	PH	PL	PH	NN	PM	PM	NN	NN
GEN ENGR TASKS (Combat Service Support)														
a. GENERAL ENGINEERING														
Conduct Engr Recon	SM	PM	PL	PM	NL	NL	PH	PL	PH	SM	PM	PM	NN	PM
Surveying & Drafting	SL	PM	PL	PH	NN	NL	SM	NN	SM	NN	PH	PH	NN	NL
Plan Construction, Repair and Maintain Camps	SL	PH	PM	PH	NL	PM	SL	NL	SL	PM	PH	PH	NN	SL
Improve Beaches	SL	PH	NL	PH	PM	NN	SL	NL	SL	PM	NM	NL	NN	NN
Construct Bridges	SL	PH	NN	PH	NN	NN	PH*	NN	PH*	NN	NL	NL	NN	NL
Improve Roads, Airstrips and Marshalling Areas	SL	PH	SL	PH	NL	SL	PH	PL	PH	SM	PH	PM	NN	NM
Rapid Runway Repair	NN	SM	PM	SM	NN	SL	SM@	NL@	SM@	NN	PH	PH	NN	NL

	MARINES			NAVY			ARMY				AIR FORCE			CIV
	CEB	ESB	MWS	NMCB	ACB	CBMU	CBT	ABN	CSE	Othr	RH	PB	Oth	
Improve Bare Base Airfields	NN	PH	PM	SM	NN	SL	SM@	NL@	SM@	SM	PH	PM	NL	NH
Build Expedient Airfields (Matting)	NN	PH	SL	PH	NN	NN	SM@	NL@	SM@	NN	PH	PM	NN	NN
Plan & Estimate Projects	PM	PH	PM	PH	NL	SL	PM	NL	PM	PM	PH	PH	NN	PM
Materials Testing	SL	PM	PL	PH	NN	NN	SL@	NN	SL@	NL	PH	SL	NN	PH
Soil Stabilization	SL	PH	PL	PH	NN	NL	SL	NL	SL	NN	PH	SM	NN	NM
Construct Aircraft Revetment/Dispersal	NL	SH	PM	SH	NN	ML	NM	NN	NM	NL	PH	PM	NN	NL
Repair Airfield Damage	NL	PH	PM	PH	NN	NL	SM	NL	SM	NL	PH	PH	NN	SM
Engr Design - Deliberate	NL	PH	SL	PH	NL	NL	NL	NN	NL	NN	PH	PH	NN	SM
Pile Driving	NN	PM	SL	PL*	PM	NN	SH	NN	SH	PH	NN	NN	NN	SM
Repair War Damage	NL	NM	NL	SH	NN	PL	SM	NL	SM	PM	PH	PH	NN	PM
Drill Wells	NN	NN	NN	PH	NN	NN	SM*	NN	SM*	PH	PH	NN	NN	SM
Construct Semi-Perm Camps	NL	PH	SL	PH	NL	NN	SM	NL	SM	SL	PH	PM	NL	SM
Erect Pre-Engr Structures	NL	PH	PL	PH	NN	NL	NL	NL	NL	PM	PH	PH	NL	SM
Hard Surf Staging Areas	NN	NN	NN	PH	NN	NL	NM	NN	NM	NN	PH	PH	NN	SL
Perform Vertical Constr	NL	PM	PL	PH	NN	NL	NL	NN	NL	PM	PH	PM	NN	SM
Asphalt Roads	NN	NN	NN	PH	NN	NN	PM	NN	PM	NN	PH	NL	NN	SM

	MARINES			NAVY			ARMY				AIR FORCE			CIV
	CEB	ESB	MWS	NMCB	ACB	CBMU	CBT	ABN	CSE	Othr	RH	PB	Oth	
Operate Central Power Plant	NN	NN	NN	PM	NN	PM	NN	NN	NN	PH	SL	SL	NN	SM
Perform Base Maintenance	NL	SM	SL	SH	NN	PH	NL	NL	NL	PM	SH	PH	NN	SM
Concrete Production Ops	NN	NL	NL	PL*	NN	NN	NM	NN	NM	PL	PM	NN	NN	SM
Asphalt Production Ops	NN	NN	NN	PL*	NN	NN	NM	NN	NM	NN	SL	NN	NN	SM
Quarry Operations	NL	SM	NL	PL*	NN	NN	NM	NL	NM	PH	PM	NN	NN	SM
Rock Crusher Operations	NN	SM	NN	PL*	NN	NN	NM	NN	NM	PH	PH	NN	NN	SM
Construct Logistical Suppt Bases	NL	PH	NL	PH	PH	NN	NL	NN	NL	SM	SM	SL	NN	SM
Construct Air Bases	NN	PH	NN	PH	NN	NN	NM	NN	NM	NN	PH	PM	NN	PM
Constr & Repr Port / Waterfront Structures	NL	NM	NL	PL*	NL	NN	NH*	NN	NH*	PH	SM	SL	NN	PM
Employ Special Demolitions	NH	PH	NL	PH	NN	NN	PH	NN	PH	SM	SL	NN	SL	NN
Non-explosive Demo and Obstacle Removal	NL	PH	NL	PH	NL	NN	PH	NL	PH	SM	SM	SL	SM	PH
Provide Tech Engr Advice	NL	PH	PM	PH	NL	NM	PH	PL	PH	PM	PH	PH	NN	PH
Fight as Infantry	NM	SL	NN	SM	NN	PL	SH	SH	SL	NL	SL	SL	NN	NN
b. Utilities Support														
Tactical Water/Hygiene Svcs	SL	PH	PM	PH	NN	NL	NN	NN	NN	NN	SM	SL	NN	NL

	MARINES			NAVY			ARMY				AIR FORCE			CIV
	CEB	ESB	MWS	NMCB	ACB	CBMU	CBT	ABN	CSE	Othr	RH	PB	Oth	
Tactical Electrical Supply	SL	PH	PM	PH	NN	NL	NL	NL	NL	NL	PM	PL	NN	NN
Develop Sewage & Water Sys	NN	NL	NL	PM	NN	NN	NN	NN	NM	NN	PM	PL	NN	PM
c. Bulk Fuel Support														
Provide Bulk Fuel Storage & Dispersing	NN	PH	PM	NL	PH	NN	NN	NN	NN	PH	PM	PL	NN	SL
d. Hydro Survey	NN	NN	NN	PH	NN	NN	NN	NN	NN	PH	NN	NN	NN	PM
e. Underwater Const./Maintenance	NN	NN	NN	PH	NN	NN	NN	NN	NN	PH	NN	NN	NN	PM
f. Crash Rescue	NN	NN	NN	NN	NN	NN	NN	NN	NN	PM	NN	NN	PH	NN
g. Firefighting	NN	NN	NN	NN	NN	NN	NN	NN	NN	PM	NN	NN	PH	PM

ATTACHMENT IV-B

CONTRASTING UNIT EQUIPMENT

This attachment is a synopsis of the type of heavy equipment possessed by the "heaviest" construction units. It does not include all units nor these units total equipment listings. However, it is a good summary of horizontal construction and utility support capabilities.

	ARMY			AIR FORCE	NAVY	MARINE
	CBT	ABN	CON	RED HORSE	SEABEE	CEB
GRADER, > RD SIZE 5	6	0	6	0	0	0
GRADER, <= RD SIZE 5	0	9	0	5	6	7
DOZER, >=D7	16	0	6	2	6	20
DOZER, <D7	0	15	0	4	2	3
FRONT-END LOADER	6	9	4	6	10	8
BACKHOE	4	6	0	3	2	*note
TRENCHER	0	0	2	1	2	*note
SCRAPER	8	9	2	2	8	6
DUMP TRK, < 10 TON	20	32	0	0	0	34
DUMP TRK, >= 10 TON	9	0	16	12	16	0
LINE MAINT TRK	0	0	0	1	1	1
FUEL TRUCK	4	3	2	3	4	0
TRAC-TRL	21	15	9	4	1	8
TRAC-TRL, LOW BED	17	15	5	8	13	8
ROCK DRILL	0	0	0	0	1	*note
WELL DRILLER	0	0	0	1	1	0
FORKLIFT, 10K AT	2	2	1	3	3	8
CONCRETE MIXER, TRK	0	0	0	1	2	0
CONCRETE MOBILE, 8CY	3	0	2	1	1	3
ASPHALT PAVER	0	0	0	2	1	0
H2O DISTRIBUTOR TRK	4	3	3	2	6	7
CRANE	4	2	3	1	4	10
ROLLER, VIBRATORY	2	3	2	3	3	4
*note: SEE tractor						5

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ATTACHMENT IV-C

BILL OF MATERIALS 2500 & 10,000 PERSON CAMP

NOTE: ELECTRICAL NOT INCLUDED IN THIS BILL OF MATERIALS BECAUSE IT IS SITE SPECIFIC.

<u>DESCRIPTION</u>	<u>U/I</u>	<u>2500 PERSON CAMP</u>			<u>10,000 PERSON CAMP</u>		<u>SERVICE TASKED</u>
		<u>QTY</u>	<u>COST</u>	<u>NSN</u>	<u>QTY</u>	<u>COST</u>	
4" x 4" x 12' Treated Lumber S4S	ea	60	720.00	5510-00-663-4693	240	\$ 1,480.00	
2" x 6" x 10' Lumber S4S	ea	62	379.00	5510-00-551-9871	248	1,516.00	
2 x 6" x 12' Lumber S4S	ea	6	44.00	5510-LL-LCB-0035	24	176.00	
2" x 6" x 16' Lumber S4S	ea	70	684.00	5510-00-220-6148	280	2,736.00	
2" x 4" x 8' Lumber S4S	ea	16	30.00	5510-00-220-6146	64	120.00	
2" x 4" x 12' Lumber S4S	ea	112	314.00	5510-00-220-6146	448	1,256.00	
2" x 4" x 16' Lumber S4S	ea	604	2,255.00	5510-LL-LCB-0103	2416	9,020.00	
1" x 4" x 12' Lumber S4S	ea	20	64.00	5510-00-220-6078	80	256.00	
1" x 6" x 16' Lumber S4S	ea	164	1,194.00	5510-00-220-6080	656	4,776.00	
3/8" x 3' Lag Bolt	ea	64	12.00	5305-00-145-1064	256	48.00	
3/8" Washer	ea	64	3.00	5310-00-183-4355	256	12.00	
1/2" x 4' x 8' Plywood	sh	193	3,088.00	5530-00-129-7777	772	12,352.00	
3/4' x 4' x 8' Plywood	sh	54	1,084.00	5530-00-129-7833	216	4,336.00	
Insect Screen	ro	8	460.00	5335-00-889-3283	32	1,840.00	
Nails 16d common	lb	384	794.00	5315-00-753-3885	1536	3,176.00	
8d common	lb	354	190.00	5315-00-753-3882	1416	760.00	
6d common	lb	120	72.00	5315-00-753-3881	480	288.00	

ATTACHMENT IV-C

BILL OF MATERIALS 2500 & 10,000 PERSON CAMP

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<u>DESCRIPTION</u>	<u>U/I</u>	<u>2500 PERSON CAMP</u>			<u>10,000 PERSON CAMP</u>		<u>SERVICE TASKED</u>
		<u>QTY</u>	<u>COST</u>	<u>NSN</u>	<u>QTY</u>	<u>COST</u>	
16d duplex	lb	40	42.00	5315-00-242-9120	160	168.00	
6d duplex	lb	25	25.00	5315-00-242-9122	100	100.00	
Nail, Roofing w/neop wash	lb	100	131.00	5315-00-889-2735	400	524.00	
Concertina Wire	rl	684	15,801.00	5660-00-921-5516	2736	63,204.00	
5' Metal Post	ea	1824	5,910.00	5660-00-270-1587	7296	23,640.00	
2' - 6" Metal Post	ea	456	616.00	5660-00-270-1589	1824	2,464.00	
Barbed Wire Galv.	ro	114	4,025.00	5660-00-224-8663	456	16,100.00	
Hog Rings Galv.	pg	114	2,117.00	5660-01-120-0482	456	8,468.00	
Concrete	cy	50	2,750.00		200	11,000.00	
Corregated sheet metal 26" x 72"	sh	208	1,068.00	9515-00-244-0970	832	4,272.00	
Metal Flashing Roof 12"	lf	100	125.00		400	500.00	
Chalking, Silicone	tu	72	180.00	8030-00-188-6339	288	720.00	
Door Screen w/hardware	ea	4	70.00	5520-00-926-4602	16	280.00	
Anchor Bolt w/nut & washer 3/8" x 4"	ea	76	152.00		304	608.00	
Reinforcing Steel Bar #6	lg	106	1,255.00	5680-00-267-1669	424	5,020.00	
Telephone poles 30'	ea	10	1,100.00		8	4,400.00	
Concrete Masonry Unit 8" x 6" x 16"	ea	907	1,361.00		3628	5,944.00	

ATTACHMENT IV-C

BILL OF MATERIALS 2500 & 10,000 PERSON CAMP

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<u>DESCRIPTION</u>	<u>U/I</u>	<u>2500 PERSON CAMP</u>			<u>10,000 PERSON CAMP</u>		<u>SERVICE TASKED</u>
		<u>QTY</u>	<u>COST</u>	<u>NSN</u>	<u>QTY</u>	<u>COST</u>	
Cement Masonry	bg	10	59.00	5610-00-585-6627	40	236.00	
Lime Hydrated	bg	3	18.00	5610-00-242-6012	12	72.00	
Sand (mortar)	cy	1.5	25.00		6	125.00	
Military Cargo Parachute	ea	1	UNK		5	UNK	
Tent 16 x 32 GP	ea	218	409,818.00	NAVFAC P-437 Assembly No. 10023	872	1,639,272.00	
Cots	ea	2500	100,000.00	7185-00-935-0422	10,000	400,000.00	
Tables, folding	ea	40	4,640.00	7105-00-727-1091	160	18,560.00	
Chairs, metal folding	ea	200	1,600.00	7105-00-269-8463	800	6,400.00	
Hose Bibb 3/4"	ea	92	6,404.00	4510-00-585-2260	368	25,616.00	
Elbow 3/4" 90 degree Galv.	ea	52	29.00	4730-00-249-1478	208	116.00	
Elbow 1" x 3/4" Reducing Galv.	ea	2	2.00	4730-00-249-1514	8	8.00	
Elbow 1" 90 degree Galv.	ea	2	2.00	4730-00-278-4774	8	8.00	
Elbow 1 1/2" x 1/2" Reducing Galv.	ea	4	16.00		16	64.00	
Elbow 1 1/2" 90 degree Galv.	ea	4	8.00	4730-00-277-5636	16	32.00	
Elbow 2" 45 degree Galv.	ea	4	16.00	4730-00-246-9207	16	64.00	
Elbow 2" x 3/4" Reducing Galv.	ea	4	10.00		16	40.00	

ATTACHMENT IV-C

BILL OF MATERIALS 2500 & 10,000 PERSON CAMP

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<u>DESCRIPTION</u>	<u>U/I</u>	<u>2500 PERSON CAMP</u>			<u>10,000 PERSON CAMP</u>		<u>SERVICE TASKED</u>
		<u>QTY</u>	<u>COST</u>	<u>NSN</u>	<u>QTY</u>	<u>COST</u>	
Elbow 2" 90 degree PVC SCH 40	ea	4	4.00	4730-00-702-6342	16	16.00	
Elbow 2" 90 degree Galv.	ea	6	18.00	4730-00-277-5643	24	72.00	
Elbow 4" 90 degree PVC SCH 40	ea	4	15.00	4730-00-247-9313	16	60.00	
Tee 3/4" x 3/4" x 3/4" Galv.	ea	4	4.00	4730-00-257-2120	16	16.00	
Tee 1" x 1" x 3/4" Galv.	ea	34	81.00	4730-00-277-9635	136	324.00	
Tee 1 1/2" x 1 1/2" x 1/2" Galv.	ea	26	78.00		104	312.00	
Tee 1 1/2" x 1 1/2" x 2" Galv.	ea	2	9.00		8	36.00	
Tee 2" x 2" x 3/4" Galv.	ea	48	252.00		192	1,008.00	
Tee 2" x 2" x 2" Galv.	ea	6	25.00	4730-00-257-2124	24	100.00	
Tee 4" x 4" x 4" PVC SCH 40	ea	2	40.00	4730-01-269-2394	8	160.00	
Valve 1/2" Ball valve quick Opening	ea	28	84.00		112	336.00	
Valve 1" Ball valve Quick Opening	ea	2	8.00		8	32.00	
Valve 2" Ball Valve Quick Opening	ea	12	72.00		48	288.00	
Valve 2" Backflow Preventer	ea	2	30.00	4820-00-164-3377	8	120.00	
Adapter 1" Male NPT to Female PVC SCH 40	ea	2	2.00	4730-01-009-3236	8	8.00	
Adapter 2" Male NPT to Female PVC SCH 40	ea	6	6.00	4730-01-026-6453	24	24.00	
Reducer 2" x 1" PVC SCH 40	ea	2	2.00	4730-00-008-5913	8	8.00	

ATTACHMENT IV-C

BILL OF MATERIALS 2500 & 10,000 PERSON CAMP

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<u>DESCRIPTION</u>	<u>U/I</u>	<u>2500 PERSON CAMP</u>			<u>10,000 PERSON CAMP</u>		<u>SERVICE TASKED</u>
		<u>QTY</u>	<u>COST</u>	<u>NSN</u>	<u>QTY</u>	<u>COST</u>	
Pipe 3/4" x 20' Galv.	lg	12	375.00	4710-00-162-1019	48	1,500.00	
Pipe 1" x 20' Galv.	lg	4	83.00	4710-00-162-1020	16	332.00	
Pipe 1" x 20' PVC SCH 40	lg	2	15.00	4710-01-063-6003	8	60.00	
Pipe 1 1/2" x 20' Galv.	lg	8	232.00	4710-00-162-1005	32	928.00	
Pipe 2" x 20' PVC SCH 40	lg	6	53.00	4710-00-476-5876	24	212.00	
Pipe 2" x 20' Galv.	lg	10	454.00	4710-00-162-1022	40	1,816.00	
Pipe 4" x 20' PVC SCH 40	ea	6	222.00	4710-00-225-5096	24	888.00	
Floor drain 4" PVC SCH 40	ea	6	72.00		24	288.00	
PVC Pipe Solvent	cn	5	23.00	8040-00-573-1502	20	92.00	
PVC Pipe Primer	cn	5	14.00	8040-01-004-2705	20	56.00	
1/2" Shower Nosel	ea	28	56.00	4510-00-191-5244	112	224.00	
1/2" Goose Neck Threaded Both Ends Galv.	ea	28	140.00		112	560.00	
Straps Pipe 1/2"	ea	28	10.00	5340-00-190-6802	112	40.00	
Strap Conduit 3/4"	ea	124	56.00	5340-00-190-6804	496	224.00	
Straps Pipe 1 1/2"	ea	40	7.00	5340-00-190-6809	160	28.00	
Straps Pipe 2"	ea	40	30.00	5340-00-190-6810	160	120.00	
U-Tile 2'L x 1'W x 2'D Concrete	ea	132	2,460.00		528	9,840.00	

ATTACHMENT IV-C

BILL OF MATERIALS 2500 & 10,000 PERSON CAMP

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<u>DESCRIPTION</u>	<u>U/I</u>	<u>2500 PERSON CAMP</u>			<u>10,000 PERSON CAMP</u>		<u>SERVICE TASKED</u>
		<u>QTY</u>	<u>COST</u>	<u>NSN</u>	<u>QTY</u>	<u>COST</u>	
Lid Concrete 2'L x 1'W	ea	132	1,320.00		528	5,280.00	
Angle Iron 1 1/2" x 1 1/2" x 20'	lg	6	71.00	9520-00-277-4903	24	284.00	
Channel Iron 1 1/2" x 1/4"	lg	6	717.00	9520-01-004-0910	24	2,868.00	
Screws Self taping/Self Drilling 1/4 x 1" bx	4	4	10.00	5305-00-052-7500	16	40.00	
Teflon anti-seize tape	rl	100	67.00		400	268.00	
Gravel	cy	8	240.00		32	960.00	
		<u>APPROX. SUBTOTAL</u>	<u>\$ 600,000.00</u>		<u>APPROX. TOTAL</u>	<u>\$ 2,400,000.00</u>	
		2,500 PERSON CAMP			10,000 PERSON CAMP		

Recommended/Possible Additions:

Chain link fence 8'	lf	3000
9' Fence Post	ea	375
Construction Fencing		
Tent Lighting	sets	218

ATTACHMENT IV-D

SPACE REQUIREMENTS 10,000 PERSON MIGRANT CAMP (ASSUMPTIONS AND COST ESTIMATES)

This attachment has been developed with the UNHCR handbook and standard military regulations and manuals requirements as guides.

1. 2500-person camp - 1000 x 400 for 200+ billeting tents
 - 1000 x 200 for recreation, dining, and camp functional requirement
 - includes clear zones for security and utility support

Total acres for:

2,500 person camp	= approx. 14 acres
(Migrant portion only) 5,000 person camp	= approx. 28 acres
7,500 person camp	= approx. 42 acres
10,000 person camp	= approx. 56 acres

2. Food preparation for migrants: 2 ea 5,000 person facilities
300 x 300 area each = approx. 2 acres each = approximately 4 acres
3. JTF compound: An 1100-person compound to include dining facilities, recreation, showers, etc. equals approximately 17 acres
4. Air Transportable Hospital (or 50 bed, surgical equivalent) = approximately 2 acres
5. Warehouse space: 250 x 400 = approximately 2 acres
6. In-processing: 200 x 400 = approximately 2 acres
7. Out-processing: 200 x 400 = approximately 2 acres
8. Other areas which will occupy a total of approximately 15 acres:
JTF Headquarters, Support Agency Headquarters, Component Headquarters, Functional Requirements, Vehicle Maintenance, interment compounds, sewage disposal
9. Total requirement = approximately 100 acres
10. Assumptions:
 - a. 10,000 persons in migrant camp, 100 acres
 - b. 1,100 person JTF
 - c. 1,000 relief agency personnel (PVOs, GOs, etc.)
 - d. Location in remote, unimproved site (no water, sanitary system or electrical power available).

- e. Airport and/or Seaport within a one hour drive (resupply)
- f. Construction accomplished by Military troops
- g. Construction semi-permanent
- h. Construction will take 45-60 days, 2 Air Dets

11. If the migrant camp is to be built to a semi-permanent standard in lieu of the expedient standard provided for in Attachment IV-C, then the following may be used in place of previously stated estimates.

Migrant Camp:		Cost
a.	Small barracks (500 ea @\$5000 ea) 20 men each; 18 ft x 48 ft (45 square feet/ person, wood const)	\$2.5M
b.	30 Shower/Head Facilities 18 ft x 48 ft each (30/ shower, @\$10/square foot)	\$0.3 M
c.	Messing Facilities (40,000 sf) (4 square feet/ person, PEB's \$10/ sf)	\$0.4M
d.	Medical Facilities (20,000 square feet) (2 - 9000 sf PEB's \$10/sf)	\$0.2 M
e.	Recreation Areas (30,000 sf) (soccer field)	\$0.2 M
f.	Laundry Facilities (5,000 sf) covered hardstands	\$0.2 M
Relief Worker Camp		
a.	Administration Facilities (10,000 sf) (\$25/sf including A/C)	\$0.25 M
b.	In/out processing Facilities (3000 sf each facility)	\$0.3 M
c.	Small Barracks (100 @ \$5000 ea) (100 sf/person wood @ \$10/sf)	\$0.5 M
d.	9 Shower/Head Facilities (15/shower- 18 X 48 ft each x \$20/sf)	\$0.2M
e.	Recreation Facilities (3000 sf) (cmu @ \$20)	\$0.10 M
f.	Medical Facilities (2000 sf) (cmu @ \$40/sf)	\$0.1 M
g.	Laundry Facilities (4000 sf)	\$0.1 M
h.	Messing Facilities (8000 sf)	\$0.4 M
i.	Warehouse Facilities (40,000 sf) (4- 10,000 sf PEB's @ \$20/sf)	\$0.8 M

12. The following improvements will have to be provided for, or contracted for, by the JTF:

Site Improvements:

a.	Grading	\$0.5 M
b.	Roads -- Gravel	\$0.6M
c.	Water Wells/Distribution (40 gallons per day) (0.5 Million gallons per day) well and treatment or DESAL units	\$0.3M
d.	Electrical Power/Distribution (1,500 KW)	\$3.0M
e.	Sewage Treatment (0.5 MGD)	\$1.0M
f.	Security Lighting	\$0.1M
g.	Telephone Service	\$0.1M
h.	Security Fencing (12,000 lf)	\$0.2M
i.	Land Required -- 80-100 acres minimal	
j.	Vehicle maintenance/hardstands	\$0.5M
k.	Fuel Storage	\$0.5M
l.	Cold Storage	\$0.5M
m.	Solid Waste Disposal	\$0.5M
n.	Transportation sea air	
o.	Troop labor (200 personnel x \$180/dayx 60 Days)	
p.	Real Estate Leases	

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ATTACHMENT IV-E

SAMPLE TIMELINES

Example #1

TIMELINE FOR POST ADJUDICATION FACILITY (PAF) and 12,500 OVERFLOW FACILITY GUANTANAMO BAY, CUBA

<u>Timeline</u>	<u>Event</u>	<u>Plan</u>	<u>Date Actual</u>
D - 1	LANTFLT directed to purchase 2 campsites	N/A	21 May
D-day	Issue Sea Signal OPOD	N/A	22 May
D + 5	GTMO PWO prepares Camp Bulkeley	N/A	27 May
D + 7	Issue detailed log guidance	N/A	29 May
D + 9	GTMO PWO initiates McCalla PAF sitework	01 Jun	01 Jun
D + 9	LANTFLT dir to purchase 2 more campsites	01 Jun	01 Jun
D + 11	Camp Bulkeley complete (1500 capacity)	N/A	03 Jun
D + 12	MSC contract for Seabee Barge, Roosy Rds	04 Jun	04 Jun
D + 14	Seabees load equipment, Roosy Rds	06 Jun	06 Jun
D + 15	Annex D to Sea Signal V OPOD	N/A	07 Jun
D + 15	Seabee personnel depart RR by air/arrive GTMO	07 Jun	08 Jun
D + 15	CJTF-160 advance party arrives GTMO	07 Jun	14 Jun
D + 16	Load JTF-160/GTMO support equipment	08 Jun	11 Jun
D + 16	Load Red Horse equipment (barge to GTMO)	08 Jun	12 Jun
D + 17	JTF support equipment arrives	09 Jun	12 Jun
D + 18	GTMO PWO accomplishes site layout camp #3	10 Jun	10 Jun
D + 18	Material barge departs Gulfport for GTMO	10 Jun	11 Jun
D + 19	USAF TALCE arrives GTMO	11 Jun	10 Jun
D + 20	Red Horse PAX arrive GTMO	12 Jun	10 Jun
D + 20	Seabee equipment arrives GTMO	12 Jun	10 Jun
D + 20	Red Horse equipment arrive GTMO	12 Jun	14 Jun
D + 20	Material barge arrives GTMO from Gulfport	12 Jun	13 Jun

D + 20	Red Horse start construction JTF camp	12 Jun	14 Jun
D + 21	Red Horse start construction K-Spans	13 Jun	17 Jun
D + 21	Material barge from Gulfport offload complete	13 Jun	16 Jun
D + 21	Seabees start tent erection and utility const	13 Jun	13 Jun
D + 22	Marine Eng start construction ATH area	14 Jun	15 Jun
D + 23	ATH Operational	15 Jun	17 Jun
D + 23	JTF-160/GTMO (Camp Bulkeley) PAF Rehearsal	15 Jun	15 Jun
D + 25	Camp Bulkeley PAF operational	17 Jun	17 Jun
D + 27	Red Horse complete JTF camp	19 Jun	18 Jun
D + 27	Camp #3 complete (SEABEE's)	19 Jun	18 Jun
D + 28	McCalla (Camp #3) PAF operational	20 Jun	22 Jun
D + 28	Camp #3 permanent utility connections compl	20 Jun	18 Jun
D + 36	LANTFLT directed, purchase 2 more campsites	28 Jun	28 Jun
D + 37	JTF-160 converts GTMO PAF to holding center	29 Jun	29 Jun
D + 37	Seabees accomplish camp #5 site layout	29 Jun	30 Jun
D + 40	Camp #5 operational	02 Jul	01 Jul
D + 40	Tents & cots for camps #1 & 2 shipped via air	02 Jul	30 Jun
D + 40	Seabees accomplish camp #4 site layout	02 Jul	01 Jul
D + 43	Camp #4 operational	05 Jul	03 Jul
D + 43	Other materials for camps #1 & 2 arrive GTMO	05 Jul	04 Jul
D + 43	Seabees accomplish camp #1 site layout	05 Jul	04 Jul
D + 45	Convert GTMO from holding center to MPC	07 Jul	05 Jul
D + 47	Camp #1 operational	09 Jul	8 Jul
D + 47	Seabees accomplish camp #2 site layout	09 Jul	8 Jul
D + 49	Camp #2 operational	11 Jul	10 Jul

EXAMPLE #2

**TIMELINE FOR MIGRANT PROCESSING CENTER (MPC)
GRAND TURK ISLAND (GTI)**

<u>Timeline</u>	<u>Event</u>	<u>Date</u>	
		<u>Plan</u>	<u>Actual</u>
D-day	MOU signed	17 June	18 June
D + 1	CJTF-160 advance party arrives GTI	18 June	19 June
D + 1	MSC contract for Seabee Barge, RR	18 June	16 June
D + 3	Seabees load equipment, RR	20 June	19 June
D + 4	Initiate contracts for sewage and utilities	21 June	21 June
D + 5	Seabee personnel depart RR by air/arrive GTI	22 June	21 June
D + 5	Seabee equipment arrives GTI	22 June	22 June
D + 6	Material barge arrives GTI from Gulfport	23 June	23 June
D + 7	Seabee camp complete	24 June	24 June
D + 7	Material barge from Gulfport offload complete	24 June	24 June
D + 7	Load Red Horse equipment GTMO (barge)	24 June	24 June
D + 8	Seabee start clearing JTF and ATH areas	25 June	24 June
D + 10	Red Horse equipment/PAX arrive GTI	27 June	27 June
D + 10	JTF and ATH area clearing complete	27 June	26 June
D + 10	Red Horse start construction JTF camp and ATH	27 June	26 June
D + 10	Seabees start migrant camp sitework	27 June	26 June
D + 12	Barges for dock extension depart Norfolk	29 June	01 July
D + 13	Ship Engr supplies Gulfport to GTI	30 June	30 June
D + 13	Seabees complete migrant camp sitework	30 June	30 June
D + 13	Seabees start tent erection and utility const	30 June	25 June
D + 13	GTI airfield approved for full C-130	N/A	30 June
D + 13	Load JTF support equipment on barge at GTMO	30 June	30 June
D + 14	Interagency Gps ID billet & lift requirement	01 Jul	--
D + 15	Red Horse complete 550 man JTF camp	02 Jul	02 Jul
D + 16	USAF TALCE arrives GTI	03 Jul	02 Jul

EXAMPLE #2

**TIMELINE FOR MIGRANT PROCESSING CENTER (MPC)
GRAND TURK ISLAND (GTI)**

<u>Timeline</u>	<u>Event</u>	<u>Date</u>	
		<u>Plan</u>	<u>Actual</u>
D + 18	Engr supplies from Gulfport arrive GTI	05 Jul	07 Jul
D + 18	JTF personnel arrive	05 Jul	05 Jul
D + 18	Interagency advance parties arrive	05 Jul	--
D + 18	JTF support equipment arrives	05 Jul	02
Jul			
D + 18	Moorings for pier extension complete	05 Jul	05 Jul
D + 18	Additional JTF (Bare Base) camp assets arrive	05 Jul	06 Jul
D + 19	ATH equipment arrives	06 Jul	03 Jul
D + 20	Barges for pier extension arrive	07 Jul	06 Jul
D + 20	Utility connections complete	07 Jul	07 Jul
D + 22	ATH operational	09 Jul	08 Jul
D + 22	Interagency main bodies arrive	09 Jul	--
D + 23	Pier modifications to accept cutters compl	10 Jul	10 Jul
D + 24	Rehearsal	11 Jul	11 Jul
D + 24	DMPITS installed at GTI MPC	11 Jul	--
D + 25	Sewage Treatment Plant complete	12 Jul	11 Jul
D + 25	Enabling legislation (req'd by MOU) compl	12 Jul	--
D + 25	MPC operational	12 Jul	12 Jul

ATTACHMENT IV-F

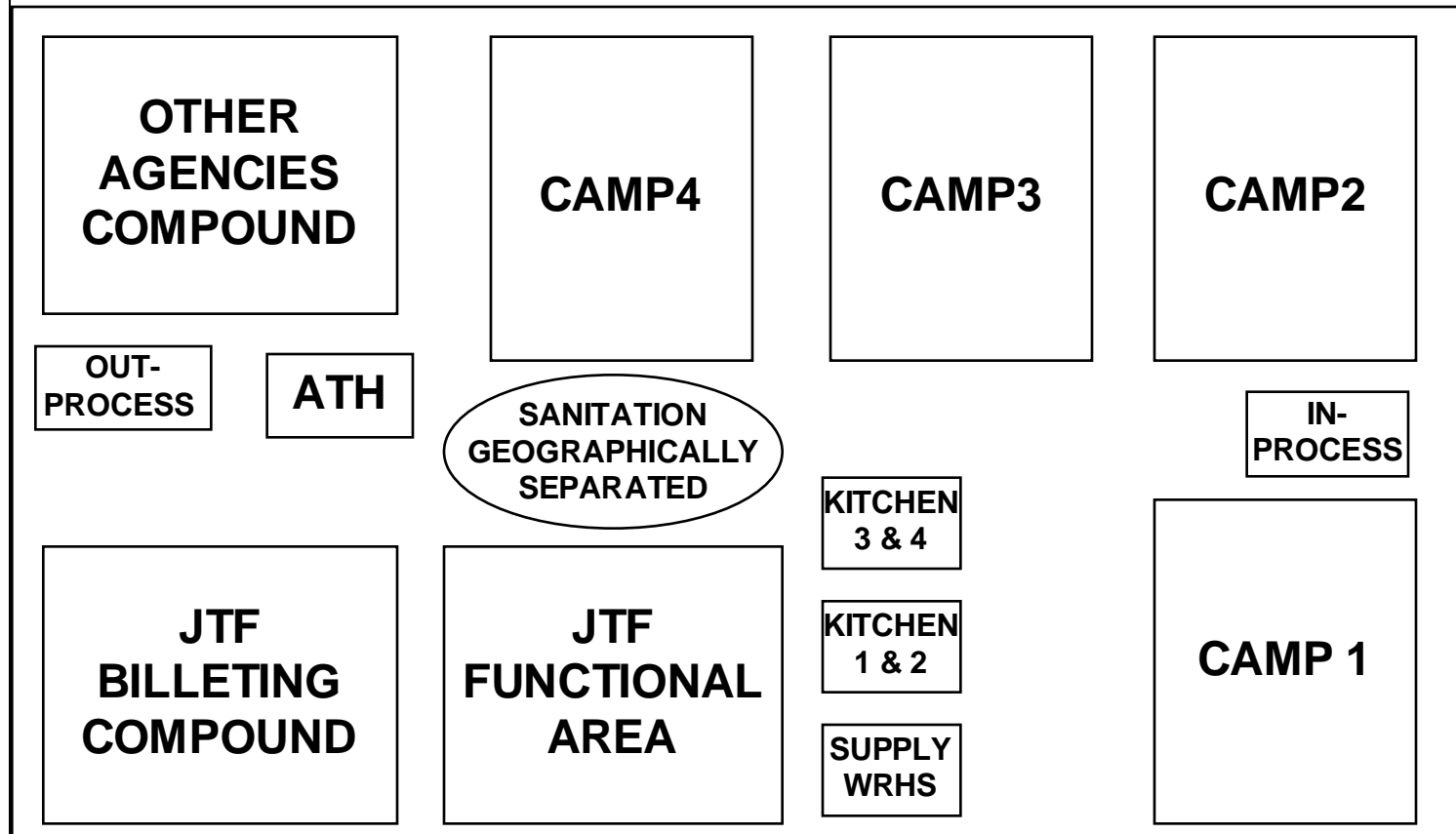
**ENGINEERING QUESTIONS FOR THE
UNITED NATIONS**

The following is a list of questions that should be answered if U.S. Engineering forces are to fall under UN control.

1. Will there be other international engineering forces? What will be the command relationships between these engineering forces, the U.S. engineers, and the UN commander? What are the capabilities of these engineers (combat engineers versus construction engineers)?
2. Will there be any support given to, contracting done with, or tasks given to local civilian construction engineers?
2. Will there be a particular UN coordinating office or U.S. military liaison officer for the engineering operation?
3. Point of Contact at UN to request engineering policies and guidance information? Will direct liaison be authorized?
4. Will U.S. forces be expected to provide logistic support for other multi-national engineering forces?
5. Where will the Engineering funds come from? What limitations will be placed on the funds? What are the required UN accounting procedures for expenditures of material and monies?
7. What procedures are required for applying for reimbursement of engineering expenditures? Who authorizes?
8. What specific embargo sanctions/ customs clearances will be lifted upon arrival of UN forces so that we will know what products and material can be expected to be procured locally?
9. Will it be required to paint Engineering vehicles UN white?

INTENTIONALLY BLANK



ATTACHMENT IV-G-1 SAMPLE CAMP LAYOUT







ATTACHMENT IV-G-2

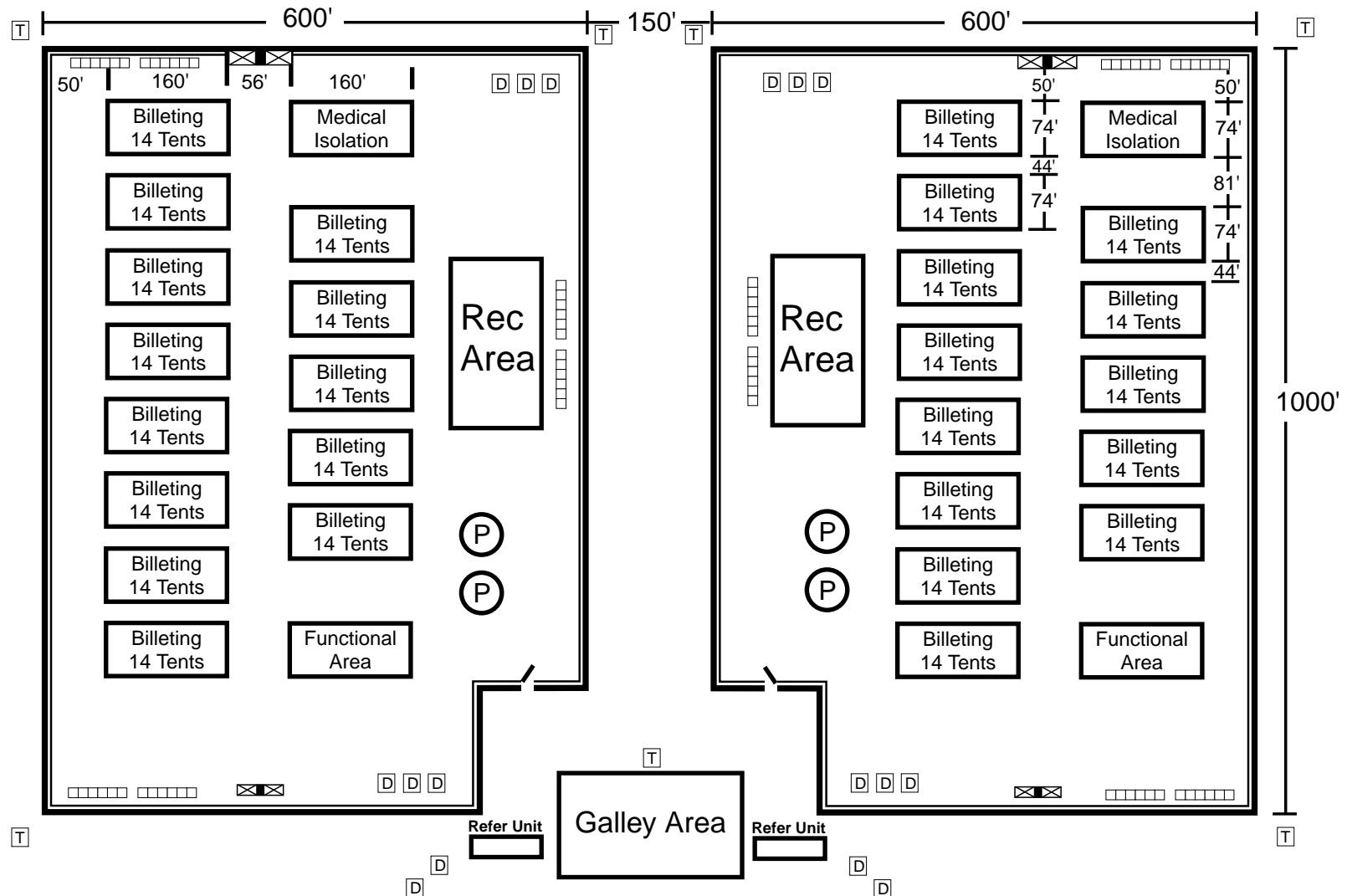
Sample Camp Layout

2 ea 2500 person and Galley

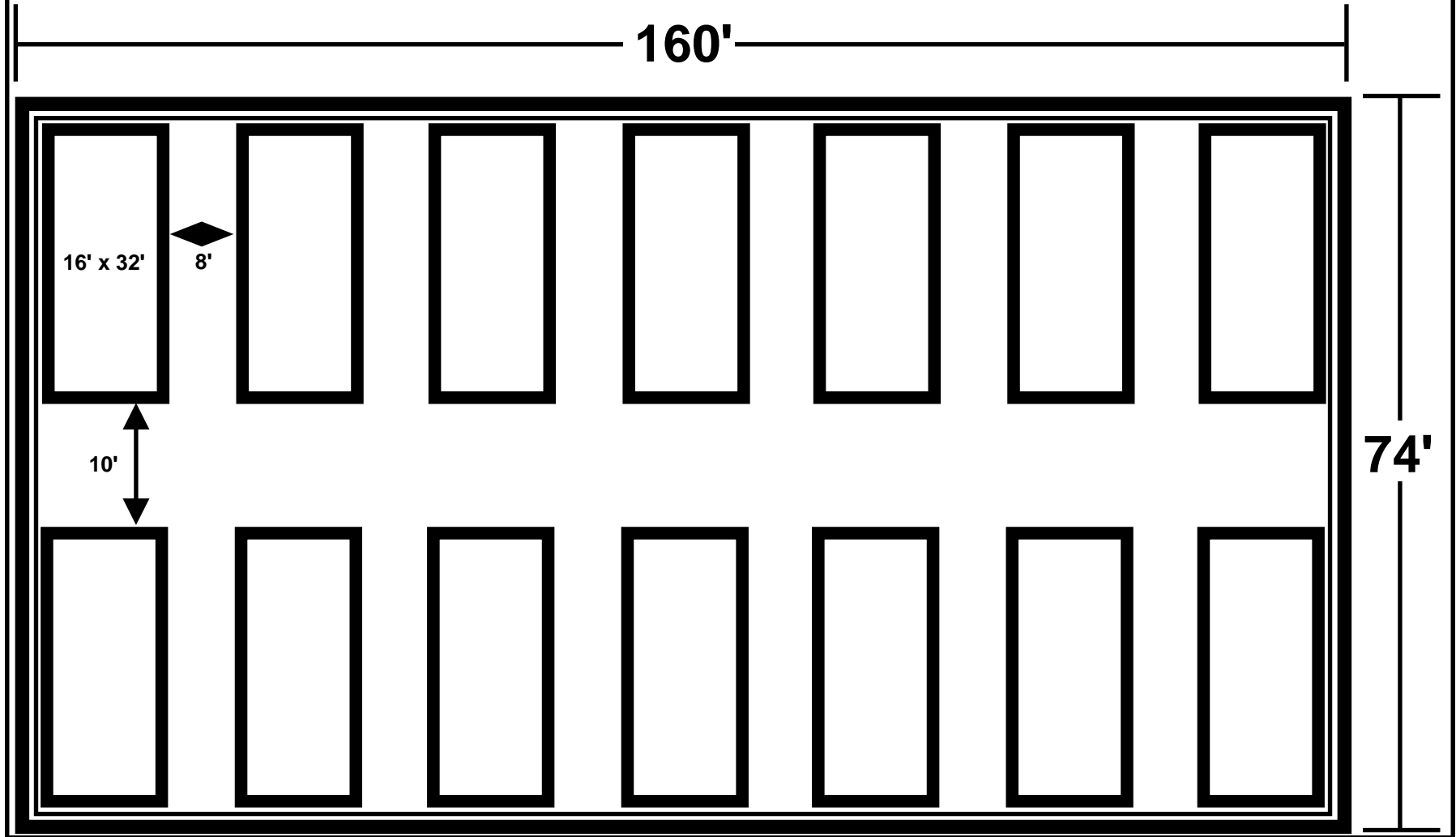
 Dumpster
  Parachute

 Security Tower
  Fence

 Shower/Water
  Portalets



ATTACHMENT IV-G-3
14 Tent Block
Sample Layout



CHAPTER V

LOGISTICS

1. General. **Logistics** requirements for migrant camp operations are extensive and necessitate seamless integration with operations. Logistics support requires extensive air/sealift of equipment, supplies, and support personnel from the U.S. to the JOA. It provides shelter, food, water, and medical care. Logistics should be looked at from the perspective that requirements will differ between the following:

- Logistics for the JTF.
- Logistics for migrants.
- Logistics for Coalition Forces (as required).

Support provided to the JTF, Coalition Forces, and camp residents will not necessarily be the same. This is due to social, cultural, and religious differences that exist between these groups. The logistics that supports any or all of the above may come from the military (DOD) or other sources. Logistics planners should avoid duplication of effort and conserve scarce resources as well as the strategic lift assets.

2. Sources Of Support

a. **Contracting**. Doctrinally, contracting support during migrant camp operations is very desirable. Contracted support reduces wear and tear on military equipment and reduces the requirement to transport supplies and equipment to the JOA. Unfortunately this is difficult. For the most part migrant camps are required in the world's most underdeveloped regions, in countries or areas with very little infra-structure. In spite of the difficulties contracted support should still be considered and evaluated for the operation. Because of its importance the **JTF Contracting Officer** should be one of the first persons of the JTF to deploy to the JOA. Contracting is purchasing, renting, or leasing supplies or services from non-DOD sources. Contracted supplies/support may include all classes of supplies, labor to erect camps, laundry, showers, food services, transportation, access to communications networks, temporary real property leasing, and limited construction services. Advantages to contracting for support include reduction of lift requirements, introduction of funds into the local economy, fewer military personnel involved, less wear and tear on U. S. equipment, easier accounting and enhancing the level of support. Disadvantages include increased cost, additional SJA requirements, and in some cases inflexible and non-responsive support. The Unified Commander and/or JTF Commander will provide guidance on the extent to which contracted support will be utilized. If utilized contractual support for camps should be centralized and performed by warranted contracting officers.

Contracted support should be considered for both JTF personnel and migrants. When used, contracted support will be limited by warrants on monetary limits for the contracting officers themselves.

b. Military Support

(1) In past operations military logistics support for migrant camp operations has been provided from both military installations and deployable forces. As in all JTF operations each Service is responsible for the logistic support of its own forces, except as detailed by the operations order (OPORD) or other agreements. Service component commanders may deal directly with respective component commanders on logistic matters of single-Service interest. When military installations have provided support to migrant camps operations, they have greatly reduced the requirement to transport personnel and equipment and have provided a level of support to migrants not readily attainable by forces deployed without installation support. The level of support varies, but can encompass the full spectrum of support including shelter, rations, medical, transportation, water, laundry, recreation, and civil affairs support. Installations are normally capable of providing the following types of support:

- (a) Transportation - Commercial vehicles for distribution of food and supplies and buses to move personnel.
- (b) Medical - Laboratory and acute care facilities.
- (c) Food Services - Dining facilities and galleys to prepare food.
- (d) Pre-existing buildings and facilities.

Unfortunately, over an extended period of time migrant camp operations may have an adverse affect on military installations, their communities, their mission, and their facilities.

(2) Military support is expensive, increases the migrants dependence on support, and is exceedingly difficult to transition from. Deployed forces' logistics support to migrant camps operations encompasses the full spectrum of support including shelter, rations, medical, transportation, water, and laundry services. The support required from the JTF normally increases as the conditions become more austere.

(3) During planning, the JTF Commander, staff, and components must plan for the JTF support as well as support for the migrants. Whenever possible, the JTF should be deployed early and established prior to attempting to provide support to the migrants.

c. **Support From Other Sources.** Depending on the operation, some logistics support for the migrants may come from other sources that may include non-governmental organizations (NGOs), private volunteer organizations (PVOs), international organizations (IOs) and governmental organizations (GOs) and a host nation. An early determination must be made whether these alternative sources of support will be appropriate for use. This early determination will ensure adequate time for changes of plans and coordination with these organizations. A key element to any determination of suitability will be as to whether or not the support will be available for the entire operation. Logistics support provided by NGO/PVO/IOs or host nations is sometimes the best suited to the situation and the most desirable from the perspective of both the migrants and the JTF. The people working as NGO/PVO/IOs are by and large professionals who have been trained and are experienced at their jobs. It is also less costly than military support. Support from other sources includes the following:

- (1) Class I (rations).
- (2) Transportation.
- (3) Class IV (construction) materials.
- (4) Refrigeration services.
- (5) Class III (POL).
- (6) **Utilities** (water, electricity, grass cutting, etc.).
- (7) Medical.

If support is provided from other sources, memorandums of understanding (MOU) and/or contracts may be required and are advisable. Whenever this support is available, attempts should be made to utilize it. Unfortunately, past experience has demonstrated that transporting this support into the JOA has been difficult for the NGO/PVO/IO community to coordinate.

3. **Support Considerations**

a. **Planning and Coordination.** Planning and coordination are critical considerations for logistics support during all phases of camp migrant operations. Detailed planning will provide the commander with the flexibility to respond in situations beyond the JTF's control, such as unexpected increases in migrant populations. Once established, the JTF's ability to coordinate and synchronize efforts between components and camps will have a significant impact on the operation. Examples of important planning decisions would include the JTF Commander's decisions to identify quality of

life issues and standards of medical care he expects to establish.

b. Equipment

(1) A large amount of equipment and materials are used in migrant camp operations. Within the JTF, each component may utilize equipment unique to its particular Service, or equipment may be temporarily loaned between components/Services. If so, additional training for proper operations, maintenance, and safety is required. If possible this should be accomplished prior to deployment or commencing operations. Other considerations related to equipment may include:

- (a) Fuel compatibility.
- (b) Class IX (Repair Parts) availability.
- (c) Equipment reliability.
- (d) Operator requirements, as required for 24-hour operations of special facilities such as labs, processing centers, and galleys.
- (e) Equipment readiness and maintenance which should be in accordance with Service component, CINC, and the JTF's requirements.

(2) Equipment source considerations for camp construction fall into three categories based on the source: host nation (HN), NGO/PVO/IOs, or US forces. Prior to accepting equipment, consider:

- (a) Compatibility between equipment and operators.
- (b) Fuels to be used.
- (c) Matching electrical grids (voltage and watts).
- (d) Repair part availability.
- (e) Safety standards.
- (f) Training requirements for personnel.

c. Logistics Affected By Interagency Decision Making Process. Logistics support provided by the JTF is affected by NGO/PVO/IOs and the interagency process. These agencies have a chain of command and their representatives may choose to defer decisions to their supervisors at locations out of the JOA. This may cause delays that

cannot be planned. When possible NGO/PVO/IOs should be encouraged to anticipate these decisions so that support to the operation will not be adversely affected. In those cases when a critical support function is being delayed due to a pending decision, the JTF Commander may be required to make a decision unilaterally or contact the supported CINC for guidance.

d. **Functional Organization.** Because of the extensive logistics requirements for these operations, the JTF Commander may pursue one of the following:

- (1) Establish a **logistics functional component** to conserve, consolidate, synchronize, and/or coordinate the logistics efforts of the components in accordance with the JTF objectives.
- (2) Assign responsibility for missions based on a logistic function or a consideration of that function, such as health services, engineering, or supply.

This action has been taken during the last two major humanitarian assistance operations (Somalia and Guantanamo Bay, Cuba).

e. **Logistic Support and Phases of the Operation.** Logistics support should be organized in accordance with the operational phases as established by the CINC. By organizing logistics support in phases, planning can be made easier. Logisticians should consider using operational tools such as execution and synchronization matrices.

f. **Advance Party.** A critical event occurring during the planning phase is the reconnaissance/site survey conducted by the JTF's advance party. The information obtained, knowledge of the JOA, and contacts established are critical. It is very important that key members of the JTF staff or qualified logistics representatives are members of the advance party. Logistics representatives who should be members of the advance party include:

- (1) JTF or JTG personnel, with the J-4 as the minimum.
- (2) Contracting Officer.
- (3) Engineer.
- (4) Food Services Officer.
- (5) Authorized Cash Payment Officer.
- (6) Personnel qualified to evaluate suitability of the arrival airfield and port and their facilities.

- (7) Transportation Officer.
- (8) Recon/Advance Ops NCO.
- (9) Internal / external security personnel.

g. **Operational Tempo.** Logistics support during the early stages of the execution phase will be characterized by a tempo that is quick, with unmeasured responses to situations arising within the camps. The initial concerns of the logisticians should be centered on those items needed to sustain a camp - billeting, water for consumption and bathing, food, sanitation, and perimeter fencing. Over time, as the execution phase matures, logisticians should be able to develop sustainment supplies, plan future operations, establish budgets and controls, and practice a more measured response to situations. Additionally, logistics planners should be able to identify the more expensive elements of sustainment for migrant camp operations and ways to contain costs. Past operations have shown the most costly items in migrant camp operations to include the following:

- (1) Rations.
- (2) Fuel (POL for engineer, transportation, and food service equipment).
- (3) Class VIII (medical).

h. **Sea-Based Logistics.** Navy ships may be able to offer logistics support to the JTF and additional responsiveness to migrant camps. They possess skilled personnel from ship's company and may provide diverse services such as electrical and air conditioning repair, machinery repair, plumbing, carpentry, telephone and computer repair, administrative support, boiler repair, mobile generator repair, and medical services. Specific examples of sea-based support that the JTF staff should consider include the following:

- (1) Food storage (including frozen and cold stores that can be rapidly transported to facilities ashore by helicopters).
- (2) Billeting for military personnel working ashore in the camps.
- (3) Structure and damage survey parties.
- (4) Fresh water.
- (5) General maintenance.
- (6) Salvage operations when the camp is being abolished.

- (7) Temporary shelter.
- (8) Medical support and facilities.
- (9) Fuel.

4. Elements of Logistics Support

a. **Supply**. Supply support during migrant camp operations is provided to both the JTF and migrants. Special considerations for supply include the following:

- (1) Service supply procedures should be followed to the maximum extent possible.
- (2) Permission to use prepositioned assets may be granted by the supported CINC.
- (3) Component supply sections must be fully operational and capable of tracking expenditures, performing **material management functions**, and handling property accounts and records.
- (4) If Service components are to be reimbursed, their supply sections and comptrollers must capture cost data for all expenditures.
- (5) The supported CINC should push supplies to the JTF during the first 30 days of the operation.
- (6) **Supply support** to migrant camp operations is different than other operations in that special items must be procured. Examples are cigarettes, riot equipment, diapers, feminine hygiene products, and milk. Examples of many non-military items are listed in Appendix H.
- (7) **Accountability** should be maintained, not only to capture expenditures, but also to **facilitate operations** and redeployment.
- (8) **Record keeping** for reimbursement may be standardized within the JTF. This does not diminish the component's responsibility to maintain records according to his own service procedures or regulations. Commanders should be especially cognizant of custody for camp equipment and accounting during periods of transition or turnover between Services.
- (9) Project codes should be requested at the onset of the operation for use in accumulating costs. For loaned equipment, the JTF Commander should ensure that the components and equipment borrowers understand the limitations of

liability, maintenance, and reimbursement for expendables on temporarily loaned equipment. Project codes information for JTFs may be found in Service supply instructions or directives issued by the supported CINC. Information concerning component/Service project codes will be made available prior to deployment of forces.

(10) The JTF Supply Officer should provide training to component supply officers and their personnel. This training should include instructions concerning local forms designed to justify expenditures for the JTF and also training related to requirements for Service specific regulations when one Service is coordinating wholesale-level supply support for the JTF. In migrant camp operations it is especially important to coordinate special purpose items like those used in sundry packs for the migrants. Information about sundry packs can be found in [Appendix H](#).

b. [Maintenance Support](#)

(1) Requirements for [maintenance support](#) during migrant camp operations will usually be associated with medical, transportation, engineer, food service, and automated data processing equipment. Plans for maintenance support may include: establishing a ready equipment pool, plans to evacuate deadlined equipment, contract for maintenance support, or requests for contact teams. In most cases a large maintenance detachment or command will not be formed within the JTF. Regardless of choice, maintenance must be responsive to both emergencies and sudden increases in requirements.

(2) Service components are responsible for performance of [required maintenance](#) and maintenance records for their equipment. Since special maintenance requirements exist for equipment that belongs to either the ARMY PREPO AFLOAT (Linebacker Package) or USMC MPF programs, if either program's equipment or supplies are used in supporting migrant camp operations, responsible agencies from the service(s) involved should be contacted prior to its return. Close coordination with components will be required in order to meet specific Service and operational requirements.

(3) Because a migrant camp operation may last for an indefinite period of time, Service components should send only equipment in good operating condition. Additionally, the JTF does not possess adequate funds nor stocks of tools to supply mechanics with individual tools or tool sets. Components need to ensure that mechanics deploy with their organizational tool sets.

c. [Movement Control](#). Effective movement control is important to plan, schedule, and control the JTF's move into, within, and out of the JOA. Once in the JOA the JTF must properly manage movement control to ensure the mission and the JTF itself are properly

sustained. This normally is accomplished through the **Joint Movement Center (JMC)**. Utilization of JOPES is critical to effective movement control. Due to the nature of the operation standard unit codes (UTCs) and unit line numbers (ULNs) may not be applicable. At all times Level IV detail must be used to properly identify JTF equipment, **personnel**, and **supplies** coming into the JOA. This highlights the importance of the **JMC** as it interfaces with appropriate agencies and organizations. Deployment to the JOA will normally be under the centralized control of USTRANSCOM and the Services based on the TPFDD.

- (1) The JMC coordinates with both the Joint Reception Center and the Joint Material Management Center. A Joint Reception Center (JRC) should be established to process newly assigned JTF personnel. Coordination between the JMC, the J-1, and JRC will ensure new personnel are properly indoctrinated to the personal requirements of the operation and assigned within the JTF.
- (2) In some situations the movement of migrants out of the JOA will be paid for by NGO/PVO/IOs. The JMC may be required to assist by providing/coordinating transportation to the SPOE or APOE.
- (3) The JMC should include a future operations officer or section to assist in the JTF's future planning efforts.

d. **Transportation**. In cases where sufficient transportation units have not been deployed to support all the requirements, the use of local assets should be considered. If used, these assets should also be coordinated by the JMC. **Transportation assets** (commercial and/or tactical) typically used in migrant camp operations include the following:

- (1) Light trucks (3/4 ton).
- (2) Passenger vans (6 passenger).
- (3) Cargo vans.
- (4) Medium trucks (3-5 ton).
- (5) Buses.
- (6) Water and fuel trucks (1000 gals).
- (7) Tractor trailers.
- (8) Ambulances.

e. **Engineering.** JTF Engineers will be responsible for coordinating the construction of both JTF logistics and migrant camps. Additionally, they provide both direct and general support to operating the camps. One of the most important functions provided by JTF Engineers is the initial assessment or survey of the installation or site. More detailed information about constructing camps and engineer support is provided in Chapter IV.

f. **Food Services**

(1) An effective **food services** program requires the participation of the JTF staff, medical, food services, and civil affairs personnel. Food services in the camps should be tailored to the particular needs of the migrants and the situation. Class I (preferably Humanitarian Rations/HUMRATS) will often be used during the early stages of an operation. As field messes are established these rations should be replaced with hot meals. When using HUMRATS, note that one packet is the total daily allocation of food for migrants. If **MREs** are provided to migrants, they should be opened before issue and the glass bottles of hot sauce - which may be used as weapons by the migrants - should be removed. Past experiences have proven, however, that providing the migrants three meals a day prevents severe disturbances.

(2) During some migrant camp operations food services will be directed and managed by a cooperative formed by NGO/PVO/IO's with the military providing security at **food distribution** points or warehouses. In other operations when the military has been required to temporarily provide food services for camps, unfamiliarity or a lack of cultural understanding has caused problems. Planners should consult camp leaders or designated representatives of the migrants to determine any food prohibitions or preferences prior to establishing feeding plans.

(3) The quality and nutritional value of food prepared for migrants and the JTF should be the same, though the menus may differ due to religious or cultural reasons. Communications and developing an appreciation for the perspective of all concerned will help alleviate potential problems. Other special considerations that the JTF staff should consider when developing food services programs include the following:

- (a) Environment.
- (b) Health of population.
- (c) Rations available.
- (d) Logistics.

(e) Migrant demographics.

(4) Equipment. The JTF food services personnel should deploy with the equipment required to perform their mission. Special equipment to prepare rations for migrants may be available in the JOA. The Food Services Officer should make this determination during the advance party reconnaissance. See [Appendix H](#) for information on food services equipment lists.

(5) Food Storage. Particular attention must be paid to proper storage, protection against both the elements and pests, and losses through theft. Effective stock control will be essential. Considerable reserve stocks and warehouse space may be necessary. In extremely hot climates overhead shade for canned goods is important to prevent spoilage. To inhibit insects and rodents, ensure that food and eating utensils are not removed from messing areas.

(6) Menus. Menus should be kept simple but the Food Services Officer should try to vary them as is practical. Feedback and general information about the food is readily available from migrants. A camp-wide survey supervised by CA personnel can be an excellent source of information.

(7) Mealtime Routines. Mealtimes normally pose the most potential for trouble of any part of the daily routine. Meals for migrants should be served 3 times daily. Move people and stage food and supplies approximately 30 minutes prior to the meal. Keep migrants clear of messing areas between meals, except where prior special arrangements have been made.

(8) Migrant Mess Attendants and Cooks. If migrants are to help as mess attendants or cooks, training will be required. Most importantly, personal hygiene needs to be stressed, and the migrants should have a current physical exam by a medical officer, just as JTF personnel must do.

(9) Coordinating Meal Schedules. Camp leaders or designated representatives of the migrants should be provided the following information regarding meals:

(a) Capacity of the dining area.

(b) Location and procedures for controlling food lines.

(c) Rate of feeding.

(d) Type of food to be served.

(e) Number and composition of mess attendant augmentees necessary to

supplement the JTF food service personnel.

(10) General Guidelines. The following guidelines have proven successful in past migrant camp operations. However, commanders must adjust these as required to meet their situation.

(a) Feed all persons the same size portion and items. Make no special allowances for women or children. If special diets or meals are required, segregate those who require the special meals in medical or some other facility.

(b) People from other cultures often find American food bland. Spice is recommended so migrants can make it more acceptable.

(c) When large numbers of migrants are involved, establish multiple serving stations.

(d) Remove leftover food without taking it past the residents. If seconds are offered to any, they should be made available to all.

(e) Frequently analyze the migrant population (e.g., 70 percent male, mostly under 35, 20 percent female and 10 percent children/infants). Use this information to order special food and milk.

(f) Attempt to avoid long waiting periods and confusion. The schedule must not clash with family meals or other essential community activities. Parents must understand any special instructions that apply to children.

(g) Informal liaison should be made between food services personnel and the camp commanders. These meetings should identify special instructions on procedures to be used during the meals, security as related to meals, migrants serving as food servers, and meal counts.

g. Health Services Support. The JTF Commander should be concerned about both the health services support (HSS) for the JTF personnel and migrants. Ideally, U.S. military medical assets support JTF personnel, while host nation facilities and NGO/PVO/IOs and health organizations support themselves and the migrants. In most cases the JOA will be austere and present major medical and sanitation problems. **Commanders** must understand that in permissive and low-threat operations, the greatest threat to their forces may come from infectious diseases. Good medical estimates, sanitation, and preventative medicine early in the operation can pay significant dividends in high risk areas. Such actions include immunizations and training for personnel and prevention of insect-, water-, and food-borne disease. Additional health services related information can be found in Appendix D.

h. **Funding.** Funding responsibilities should be determined during the planning stages. Unfortunately, it is one of the most important but least-understood aspect of the operation. Migrant camp operations are very expensive. Thus, there is a hesitancy to accept responsibility for funding portions of the operation. Each Service is responsible for the funding of its own forces, except as detailed by the OPORD, or other agreements. The CINC may decide to provide funds to the JTF Headquarters for a specific purpose, these funds are usually very limited. The **JTF Comptroller** manages money related issues for the JTF Commander.

(1) Key responsibilities of the comptroller include the following:

- (a) Prior to deployment request a funding coordination meeting with the CINC and Service component representatives.
- (b) Coordinate support funding for the advance party.
- (c) Determine the source of the contracting officer/representative.
- (d) Identify warrant thresholds for the contracting officer.
- (e) Plan JTF funding cost control procedures.
- (f) Identify appropriation data that applies to non-Service related JTF Headquarters requirements.
- (g) Coordinate requests for authorized cash payment officer for the advance party.
- (h) Develop Standard Operating Procedures for funding.
- (i) Coordinate NAVFOR purchase of BDUs for USN personnel who have reported to JTF without proper uniforms.
- (j) Develop an extensive list of points of contact to be used by the JTF and the Service components comptrollers/supply/funding officers.

(2) General information about funding includes:

- (a) Funding for MWR is authorized by each Service. However, the effectiveness of purchases and the program within the JTF itself can be greatly enhanced if program expenditures are coordinated.

- (b) Component O&M funds are used to purchase items included in the sundry packs provided to migrants within their camps.
- (c) Class IX parts are purchased by the Service component.
- (d) Personnel orders within the JTF should be standardized. A special consideration and concern should be the payment of per diem and BAS for enlisted personnel.

5. Camp Services. General considerations about camp services include:

- a. If possible, host nation support or migrants themselves should be used to assist in providing camp services.
- b. Contracted equipment must arrive with sufficient operators/mechanics/publications to support continuous operations.
- c. Corrective maintenance for host nation equipment will be provided by the contractor.

6. Logistics Planning Formulas. Logistics planning formulas or equations are especially useful during operations involving migrant camps. This is due to the repetitive nature of tasks performed daily, i.e. feeding, billeting, processing, and clothing. Once established these formulas should be promulgated in SOPs and turnover files for the JTF and into lessons learned programs for future use. **Planning formulas** should be incorporated into measures of effectiveness (MOEs) and situation reports. Examples of planning formulas used in past operations are provided in Appendix H.

7. Emergencies and Restrictions, Safety, and Environmental Considerations

a. Emergencies and Restrictions. A dreaded scenario would be to have a large emergency with migrants confined in camp. They may have never been exposed to military or modern equipment and may not understand the dangers. The following paragraphs address special planning considerations.

- (1) Restricted Areas. Place sensitive areas such as motor pool, electronics lots, locations with fuels and other flammables, and engineering equipment parking areas off-limits for migrants. Designate them as restricted areas in the camp rules.
- (2) Smoking. Prohibit smoking in certain areas if there is a danger of fire.
- (3) Alarms. With the exception of special details, require migrants to move to and stay in assigned billeting areas during alarms. Develop plans for

emergencies in migrant billeting areas and medical plans for mass casualties.

(4) Life Preservers. Issue life preservers to migrants when you are transporting them in boats.

b. Safety

(1) Safety Throughout the Camp. Many facets of migrant camp operations are inherently dangerous and require proper planning to ensure safe and prudent execution. Unique factors which negatively affect safety during migrant camp operations include:

- (a) Large amounts of equipment on hand.
- (b) Large numbers of people confined in small areas.
- (c) Varying ages, languages, knowledge, and health among migrants.
- (d) Limited supervision.
- (d) Austere or expeditionary conditions.
- (e) Time constraints.

(2) Risk Assessment And Management. Personal involvement and emphasis by all personnel of the JTF, training, and the use of appropriate Personal Protective Equipment (PPE) by all personnel improves safety. All personnel are safety observers and must make themselves familiar with the five principles of activity risk assessment and management. The principles are:

- (a) Determine the hazards involved in the planned activity.
- (b) Assess the risks. How much impact will this activity have on safety, and what is the probability of an accident? Even hazards with low probability may have very serious consequences and require attention.
- (c) Make risk decisions. How can risks be reduced or eliminated? There are risks in every evolution, but proper planning can reduce them to an acceptable level.
- (d) Develop controls. There are three types of controls: engineered (best), administrative (less effective), and personal protection (least desirable). What controls will be most effective? Which controls are

feasible?

(e) Implement and enforce controls. How often are the controls evaluated, and who is responsible for enforcement? Because situations change, the objective is to continually identify and assess risks, make risk decisions, implement controls, supervise, and provide feedback.

c. Environmental Considerations

(1) Waste Management

(a) It is not the migrant's nor the JTF's responsibility to remedy a nation's environmental problems; however, corrective action may be required to safeguard public health. The JTF should demonstrate a concern for the environment of the host nation, its inhabitants, and the health of all personnel. As a result of recent court cases, U.S. personnel may be charged for violations of U.S. environmental regulations committed on foreign soil. In the absence of host nation environmental regulations, the JTF should follow those guidelines set forth by the U. S. environmental regulations. As a minimum, take the following steps:

- 1 Declare the hazardous waste or materials off limits.
- 2 Physically segregate or barricade questionable materials.
- 3 Properly mark materials using English, host nation languages, and migrant languages.
- 4 Notify appropriate agencies or headquarters to obtain assistance if required.

(b) The amount of human and other types of waste coming from migrant camps can be quite immense. Due to the volume and types of diseases that may exist in the migrant population, human waste may be treated as hazardous waste. Preventive medicine personnel should make this determination. JTF engineers and all other personnel who may be required to work with migrant camp wastes should receive proper training prior to doing so. Managing waste disposal requires a concerted effort by personnel from both the JTF and the migrants themselves.

(2) Hazardous Material (HAZMAT) Officer. The JTF should include a person assigned and trained as a HAZMAT Officer. This officer (in concert with designated JTF personnel), safety personnel, and/or medical personnel should

plan for hazardous material contingencies that may arise. Solutions to problems related to hazardous waste and its disposal, though interim in nature, should realistically accommodate regulations of the host nation. If the host nation or international agencies are incapable of prompt action to safeguard the health of U. S. forces and the general public, assistance should be requested via the chain of command.

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APPENDIX A

CIVIL MILITARY OPERATIONS

1. Purpose. This appendix provides a detailed discussion on **civil military** operations. It begins with discussions of the U.S. government agencies, host nation interaction, international organizations (IOs), and non-governmental and private voluntary organizations (NGO/PVOs) which may be involved in migrant camp operations. Some of these organizations are involved only at the strategic level and do not interact directly with the JTF. However, the CJTF and staff must be aware of these organizations and their potential involvement and impact on operations. After potential players in migrant camp operations are discussed, the options for organization and integration of civil military operations into the JTF are addressed.

2. Interagency Structure

a. National Authorities. Authorities on the U.S. national level include the President, Department of State (DOS), Department of Defense (DOD), Agency for International Development (AID), and other federal agencies. The National Command Authority is supported by the National Security Council (NSC) and an interagency working group led by the U.S. Special Coordinator for International Disaster Assistance.

(1) National Command Authority (NCA). The President and Secretary of Defense form the NCA. Only the NCA can authorize military action. The NCA may direct relief or migrant camp operations when a serious situation threatens the political or military stability of a region, or when it deems the humanitarian situation by itself sufficient and appropriate to employ the U.S. military. The NCA issues orders through the Chairman of the Joint Chiefs of Staff (CJCS).

(2) Joint Chiefs of Staff (JCS). JCS is responsible for designating the supported and supporting commands for any operation, including humanitarian assistance operations. Once the relationships of supported and supporting CINCs have been established, detailed coordination at the staff/operational level can progress.

(3) National Security Council (NSC). The NSC is the principal forum to consider national security issues requiring Presidential decision. The NSC has designated the Administrator of USAID as the Special Coordinator (SC) for International Disaster Assistance. The SC performs interagency coordination functions for the U.S. in complex international emergencies through an interagency working group (IWG), comprised of federal departments and agencies. The SC chairs the IWG or co-chairs it with a representative of the NSC.

b. Federal Departments and Agencies

(1) Department of Defense (DOD). DOD plays a key role in NCA and NSC actions. Key DOD decision makers in humanitarian assistance and migrant operations are the Under Secretary of Defense (USD) for Policy and Deputy Assistant Secretary of Defense (DASD) for Humanitarian and Refugee Affairs.

(a) The USD for Policy has the overall responsibility for developing the military policy for international humanitarian assistance/foreign relief operations and the administration of the policy and existing statutory programs.

(b) The DASD for Humanitarian and Refugee Affairs executes the policy. DOD officials also participate in IWGs normally chaired by the SC or NSC or a SC/NSC co-chair arrangement. DOD will be represented in other IWGs on humanitarian assistance and migrant emergencies which may be chaired by DOD, DOS, and/or USAID.

(2) Department of State (DOS). The **DOS** will frequently be the lead agency when dealing with migrant situations. While most strategic direction to the JTF staff will come through the CINC from the IWG, direct DOS liaison will also normally be available at the JTF staff. The DOS is organized into functional and regional bureaus and represents the U.S. through embassies. The key participating bureau in humanitarian assistance or migrant camp operations is the regional bureau of the affected country and may include the bureaus of Refugee Programs, International Organizational Affairs, Political-Military Affairs, and Human Rights and Humanitarian Affairs.

(3) Department of Transportation (DOT). DOT has technical capabilities and expertise in public transportation that may be available, upon request, to assist specific operations. The primary DOT organization that participates during refugee/migrant camp operations such as refugee/migrant interception is the U.S. Coast Guard (USCG). USCG is responsible for federal maritime law enforcement and port security in peacetime and is a military Service under the Department of the Navy in wartime.

(4) Department of Agriculture (USDA). The USDA normally has projects and activities ongoing in many foreign countries and can provide technical assistance to forces involved in humanitarian assistance/migrant camp operations if requested.

(5) United States Agency for International Development (USAID). USAID plays an important role in humanitarian assistance and foreign migrant operations. Although not directly under the control of DOS, it coordinates

activities at the Department and Country Team levels. Its efforts are executed in three phases: relief, rehabilitation, and reconstruction.

(6) Office Of Foreign Disaster Assistance (OFDA). OFDA is part of USAID and is responsible for providing prompt non-military assistance to alleviate loss of life and suffering of foreign disaster victims. OFDA may request DOD assistance during humanitarian or migrant camp operations. Coordination and determination of forces required will be accomplished through the DOD, the Joint Staff, and the CINC.

(7) U.S. Information Agency (USIA). USIA helps achieve U.S. objectives by influencing public attitudes overseas. The agency advises the United States Government on the possible impact of policy, programs, and official statements on foreign opinion. USIA will be interested in the impact of humanitarian assistance and migrant operations on local attitudes and can aid U.S. forces in gaining popular support. USIA conducts a wide range of information activities to encourage public support and counter attempts to distort and frustrate U.S. objectives.

(8) Community Relations Service (CRS). CRS is a Department of Justice agency and is under the general authority of the Attorney General. CRS provides on-site resolution assistance through a field staff of mediators and conciliators. CRS not only aids in resolving difficulties as they erupt but also seeks to assist and support communities in developing mechanisms to address future problems. Within migrant camps CRS can assist or act as lead agency in general and vocational education, family reunification, recreation, and handling of unaccompanied minors.

(9) Immigration and Naturalization Service (INS). INS provides information and services to the general public while enforcing immigration control. The INS:

- (a) Facilitates the entry of persons legally admissible as visitors or as immigrants to the U.S.
- (b) Grants benefits under the Immigration and Nationality Act, including assistance to those seeking permanent resident status or naturalization.
- (c) Prevents unlawful entry to the U.S.
- (d) Apprehends and removes aliens who enter or remain illegally in the U.S., or those whose stay is not in the best interests of this nation.

(10) Public Health Service (PHS). PHS promotes the protection and advancement of the nation's physical and mental health. Military forces are most likely to work with the PHS during migrant camp operations in or near the U.S. or U.S. territories. PHS will ensure that no health threat is posed by such immigration.

c. Coordination With U.S. Embassies. Joint Task Forces establishing migrant camps in foreign countries should work closely with U.S. embassy personnel and the U.S. Country Team.

(1) Embassy Personnel. The key embassy personnel are:

(a) Ambassador/Chief of Mission (COM). Senior U.S. official, military or civilian, at the embassy. Provides overall direction, coordination, and supervision of U.S. government activities in the host nation.

(b) Deputy Chief of Mission (DCM). Senior diplomatic official in an embassy below the rank of ambassador. The DCM usually chairs the Country Team meetings and coordinates the embassy staff.

(c) Chief of Military Mission (CMM). Senior military person at the embassy. Maintains liaison with host nation's military forces.

(d) Defense Attache Officer (DAO). DOD representative attached to the embassy in a diplomatic status. Can facilitate access to the daily embassy SITREP and other written intelligence. All military personnel in the host nation, including those not assigned to the embassy or under direct control of the ambassador, must coordinate their activities through the DAO.

(e) Political Officer. A Foreign Service Officer (FSO) who reports on political developments, negotiates with the host government, and represents views and policies of the U.S. to the host government. The Political Officer maintains regular contact with host government officials, political and labor leaders, and other influential citizens, as well as third country diplomats. The political officer is a major contributor to understanding the situation in the host nation.

(f) Economic Officer. An FSO who analyzes and reports on economic matters in the host nation. Also negotiates with the host government on trade and financial issues. The economic officer may work in close contact with relief organizations.

(g) Medical Officer. Qualified for general practice and may be able to

set up supporting triage/trauma/mass casualty operations. A good source for data on indigenous disease vectors and protective treatment or preventive measures for U.S. forces.

(2) U.S. Country Team. The Country Team coordinates U.S. participation in humanitarian assistance operations. It is comprised of ranking representatives of U.S. embassy sections and other U.S. government agencies operating within a country. Chaired by the ambassador or DCM, the Country Team meets regularly to advise the ambassador and review current developments. The Country Team includes:

- (a) Ambassador.
- (b) DCM.
- (c) Chief of Political Section.
- (d) Political/Military Affairs Officers.
- (e) Consular Officer.
- (f) Administrative Officer.
- (g) Economics Officer.
- (h) AID/OFDA.
- (i) U.S. International Communications Agency (USICA) Representatives.
- (j) Drug Enforcement Agency (DEA)/AID/Peace Corps Representatives.
- (k) CIA/DAO/Military Assistance Group (MAG) Representatives.

3. Host Nation Interaction

a. Laws and Agreements. Treaties, agreements, and national interests determine relationships and support between allies and friendly nations. They provide a primary basis for the legal aspects of all operations and, in general, regulate the status and activities of U.S. forces across the continuum. With respect to Civil Affairs agreements, there is a general lack of detailed instruction regarding who has the authority to negotiate and conclude CA agreements. The theater CINC would have to seek authority to negotiate from the Department of State. Alternatively, the chief of mission could perform this mission on behalf of the CINC or the JTF Commander.

This section provides a summary of principal legal instruments that may impact on migrant camp operations.

- (1) U.S. Law. U.S. forces, regardless of location, follow U.S. law, executive orders, DOD directives, Service regulations, and CINC regulations promulgated under the law as well as international agreements concluded pursuant to U.S. law.
- (2) International Agreements. International agreements are the primary source of rules of international law applicable to U.S., allied, and host nation forces. The most comprehensive are status of forces agreements (SOFAs), which may, however, be modified or become inapplicable by memorandums of understanding between interested governments.
- (3) Memorandums of Understanding. When a U.S. run migrant camp operation is established on foreign national territory, a memorandum of understanding (MOU) between the host nation and the U.S. Government is normally written to codify the scope of the operation, responsibilities of the parties, duration of the operation, and relationships and legal standing of parties necessary to carry out the mission. The MOU is negotiated by the Department of State with the host nation and will normally be signed prior to establishment of the camps. In some cases, the JTF may be formed prior to the signing of a MOU. Under these circumstances, the JTF may be able to make inputs regarding the content of the MOU, via the CINC. The MOU is a critical, binding document that will define both the general nature of the mission and specific JTF requirements when setting up, operating, and terminating migrant camp operations. The JTF staff must be intimately familiar with the contents of the MOU. **Annex 1** to this Appendix contains a listing of the type of items and format often found in an MOU.
- (4) Host Nation Laws. Host nation laws apply to official activities of U.S. forces in a host nation to the extent provided by international agreement. Host nation laws also apply to individual members of the U.S. forces engaged in other than official activities, unless specifically modified or made not applicable to U.S. forces by the terms of an international agreement.

b. Host Nation Support. The extent and scope of host nation support is normally established through the memorandum of understanding (MOU) between the host nation and the US Government. Areas of consideration when establishing host nation support include the following:

- (1) C2
 - (a) Spaces and facilities.

- (b) Area security.
- (c) Communications systems.

(2) Logistics

- (a) Use of host nation transportation and distribution systems to include highways, railways, waterways, and ports (both public and private).
- (b) Use of host nation buildings and facilities.
- (c) Civilian services (laundry, bath, bakery, food, water, and waste disposal).
- (d) Depot operations and depot maintenance.
- (e) Material handling equipment.

(3) Labor

- (a) Skilled.
- (b) Manual.
- (c) Agricultural.
- (d) Screened by intelligence.
- (e) Linguists/interpreters.
- (f) Salary.
- (g) Workday.

(4) Medical

- (a) Hospitals (facilities/beds).
- (b) Medical evacuation.
- (c) Medical supplies/equipment.
- (d) Mortuary/burial procedure.

(5) Host nation POC for U.S. forces.

(6) Impact of U.S. presence on the host nation economy.

c. Host Nation Coordination. Within the MOU, a committee is normally established as a medium for consultation about the operation. This body may serve as the optimum medium for resolving host nation issues that come up during migrant camp operations.

4. International Organizations (IOs). IOs include those organizations with global influence such as the United Nations and the International Committee of the Red Cross (IRC).

a. United Nations (UN)

(1) Background

(a) The UN is involved in the entire spectrum of humanitarian assistance operations from prevention to relief, and through reconstruction and rehabilitation, to development. Usually the UN relief agencies establish independent networks to execute their humanitarian relief operations. Although the UN system delegates as much as possible to the agency elements located in the field, a supervisory and support network can be traced from the UN headquarters to field officers.

(b) UN organization for complex emergencies normally includes headquarters and field components. Field level organizations rely on the Resident Coordinator system administered by the UN Development Program (UNDP). The Resident Coordinator mobilizes and manages the UN country team and provides direction for the field relief effort.

(2) UN Objectives. Military planners should know the aims and objectives of UN organizations in the area of operations in order to reconcile the objectives of military plans with them. These broad objectives are:

(a) To keep the emergency from happening, or when an emergency threatens, to mitigate its effects.

(b) To minimize human casualties and destruction of property. Ensure the survival of the maximum number of victims through effective relief actions.

(c) To re-establish self-sufficiency and essential services as soon as possible for all affected populations, with special attention to the most vulnerable segments, i.e., children, disabled, and the elderly.

(d) To ensure that relief action promotes and does not impede rehabilitation and long-term development efforts. Conduct activities in a manner that contributes to long-term development goals and reduces vulnerability to any future recurrence of potentially damaging man-made or natural hazards.

(e) To protect the main effort (humanitarian relief implementers) through judicious use of UN security forces.

(f) To find durable solutions, as quickly as possible, with special attention to displaced and affected populations, while assuring protection and assistance to these populations in the process.

(3) United Nations Response. The UN is often called on to assist the affected governments for large-scale humanitarian assistance or refugee/migrant camp operations. The level of assistance and its effectiveness depend largely on the coordination efforts at both the international and country levels. The nature of the emergency also plays a large role in determining the specific support required. The UN will normally employ a triad of humanitarian, political, and military force components to its prevention and response efforts.

(4) UN Organizations. UN organizations concerned with humanitarian assistance and refugee/migrant problems include:

(a) United Nations High Commissioner For Refugees (UNHCR). The UNHCR's aim is to protect refugees and ensure that necessary assistance reaches them. The general policy of the UN is that the governments of nations in which refugees reside provide the security, safety, assistance, and law and order among them. UNHCR will normally provide material assistance to refugees at the request of those governments. The statutory function of providing international protection to refugees and seeking permanent solutions for their problems is, however, always UNHCR's responsibility. UNHCR field representatives will normally be present in JTF established migrant camps to ensure protection of refugees in accordance with internationally accepted basic standards, and especially the principle which states that refugees may not be forcibly returned to a country where they have reason to fear prosecution (principle of non-refoulement). For this reason, the UNHCR field representative will be engaged in monitoring the process of refugee status determination being conducted in the camp. Additionally, the UNHCR field representative will check the camps to ensure that refugees are being treated in accordance with the following minimum basic human standards:

- 1 They should not be penalized or exposed to any unfavorable treatment solely on the grounds that their presence in the country is considered unlawful, and they should not be subjected to restrictions on their movements other than those which are necessary in the interests of public health and order.
- 2 They should enjoy the fundamental rights internationally recognized, in particular those set out in the Universal Declaration of Human Rights.
- 3 They should be treated as persons whose tragic plight requires special understanding and sympathy. They should receive all necessary assistance, and they should not be subject to cruel , inhumane, or degrading treatment.
- 4 There should be no discrimination on the grounds of race, religion, political opinion, nationality, or country of origin.
- 5 They are persons before the law enjoying free access to courts of law and other competent administrative authorities.
- 6 The location of asylum-seekers should be determined by their safety and well-being as well as by the security needs of the receiving country. Asylum-seekers should, as far as possible, be located at a reasonable distance from the frontier of their country of origin. They should not become involved in subversive activities against their country of origin or any other country.
- 7 They should be provided with the basic necessities of life including food, shelter, and basic sanitary and health facilities.
- 8 Family unity should be respected.
- 9 All possible assistance should be given for the tracing of relatives.
- 10 Adequate provisions should be made for the protection of minors and unaccompanied children.
- 11 The sending and receiving of mail should be allowed.
- 12 Material assistance from friends or relatives should be permitted.

13 Appropriate arrangements should be made, where possible, for the registration of births, deaths, and marriages.

14 They should be granted all the necessary facilities to enable them to obtain a satisfactory, durable solution.

15 They should be permitted to transfer assets which they had brought into the territory to the country where the durable solution is obtained.

16 All steps should be taken to facilitate voluntary repatriation.

Note: UNHCR produces the "Handbook For Emergencies" which is an excellent source of information on the international regulations regarding refugees and camp administration. This publication has extremely limited distribution; however, commanders involved in refugee/migrant camp operations working with the UNHCR should attempt to obtain a copy.

(b) United Nations Children's Fund (UNICEF). Formally known as the United Nations International Children's Emergency Fund, UNICEF has permanent offices in over 100 nations. UNICEF provides health services, emergency food relief, and education programs.

(c) World Food Program (WFP). The WFP is the operational relief-oriented UN organization. It provides general food rations, feeding programs, and supplemental feeding activities to support rehabilitation, reconstruction, and risk reducing development programs. Targeted food aid is directed towards special segments of the population. WFP mobilizes and coordinates the delivery of food aid from bilateral and other sources.

b. International Red Cross and Red Crescent Movement. Three organizations make up the International Red Cross and Red Crescent Movement: the International Committee of the Red Cross (ICRC), the International Federation of Red Cross/Red Crescent Societies, and the individual national Red Cross and Red Crescent organizations. These groups are distinctly different and have separate mandates and staff organizations. They should not be considered as one organization. The objective of the Movement is to coordinate the entire range of activities of the three organizations comprising the Movement. Military planners and operators should bear in mind that protection of their neutrality is a vital aspect of involvement of any Red Cross or Red Crescent organization in humanitarian assistance operations.

(1) International Committee of the Red Cross. The ICRC is international only

in the sense of its worldwide operations; it is essentially Swiss. ICRC works for the application of international humanitarian law. Founded in 1863, this international organization is based in Geneva and derives its mandate from the Geneva Conventions of 1949 and the two additional Protocols of 1977. The ICRC is distinct from the rest of the Movement in that it has a protection mandate in addition to its relief assistance work. It acts principally in cases of conflict, ensuring legal protection for the victims, and acting as a neutral, independent humanitarian player in the most complex emergency situations. At times the ICRC may get involved in humanitarian operations, but their mandate is to function during armed conflicts.

(2) International Federation of Red Cross and Red Crescent Societies. This organization consists of the National Red Cross or Red Crescent Societies that normally operate within the borders of their own countries. The mandate of this organization is to provide humanitarian relief during disasters. Red Cross and Red Crescent organizations may provide assistance to other federation members through their international alliance provisions.

(3) National Red Cross and Red Crescent Societies. The National Red Cross and Red Crescent Societies are created by countries to provide for humanitarian relief within their own borders. These organizations are normally present within the migrant camps and can assist in a number of ways, including establishing a message system to allow migrants to communicate with people in their nation of origin or other countries.

c. International Organization for Migration (IOM)

(1) The **IOM** performs three primary missions:

- (a) The processing and movement of refugees/migrants to countries offering them resettlement opportunities.
- (b) The provision of orderly and planned migration to meet immigration requirements of losing and gaining countries.
- (c) The transfer of technology through the movement of qualified human resources to promote economic, educational, and social advancement of developing countries.

(2) The IOM has also demonstrated competence in capacity-building for indigenous governments and non-governmental organizations (NGOs). This is accomplished through interactive training workshops to increase knowledge on disaster management and to build teamwork for interagency preparation and response for complex emergencies.

(3) Within U.S.-run camps, the IOM can be extremely helpful through the provision of highly trained interpreters and assistance in administrative processing of migrants.

5. Non-Governmental and Private Voluntary Organizations

a. Non-Governmental Organizations (NGOs). NGOs are predominately non-profit, voluntary organizations comprised of individuals from one or several nations. NGOs generally focus on specific issues, e.g. peace, disarmament, environment, development, hunger, and human rights. They address their concerns both directly and indirectly. For example, an NGO which focuses on hunger might provide food, education on sustainable food production, and medical support to alleviate disease and other effects of malnutrition.

b. Private Voluntary Organizations (PVOs). PVOs are private, U.S. non-profit organizations involved in humanitarian efforts such as relief, development, refugee assistance, environment, and education.

c. NGO/PVOs. NGO/PVOs range from multimillion dollar organizations with decades of worldwide experience to newly created small organizations, dedicated to responding to the particular disaster in question. The number of NGO/PVOs participating in migrant camp operations could be very large. Over 350 such agencies are registered with USAID, and their number will likely expand in the future. Some foreign-based organizations are not required to register in the U.S. USAID publishes a yearly report entitled "Voluntary Foreign Aid Programs" that describes the aims and objectives of the registered organizations. Any JTF involved in migrant camp operations should obtain a copy of this report from USAID.

d. Working With NGOs/PVOs/IOs. Integrating U.S. military-style strategic, operational, and tactical level planning with NGOs/PVOs/IOs is difficult because their organizational structures are neither congruent with those of the U.S. Government, nor as rigidly defined. This does not mean they do not have a chain of command, but that planning follows their differing charters, and often takes place on several levels. Further, some have overlapping mandates. These organizations also tend to tailor their support to the crisis; they respond in a more ad hoc manner than the U.S. Government. Relationships with external organizations are based on mutual respect, an appreciation of missions, communications, and standardization of support. Respect can be gained through cooperation, responsiveness, and flexibility. Experience shows that relationships with international organizations mature as an operation develops and that these relationships require constant nurturing.

6. JTF Civil Affairs (CA) Organization. As discussed in Chapter 2, the optimum organization of JTF CA forces and the methodology used to integrate U.S. government agencies, the host nation, and NGO/PVO/IOs into JTF migrant camp operations can vary significantly based on the exact circumstances surrounding the operation. Two organizational

variants are discussed below. In the first case, the JTF has a single mission of establishing and operating migrant camps in a relatively benign environment. In the second case, the JTF has a broad humanitarian assistance mission with a significant security threat. Migrant camp operations are only one part of a complex mission assignment. These variants represent only two possible methods of CA organization. A JTF may need to tailor its CA organization using elements of both organizational methods described below to fit its unique mission and circumstance.

a. Single Mission JTF. When the primary mission of the JTF is the establishment and operations of migrant camps, CA concerns will be at the heart of JTF operations. In this case, the J3 CA Section will be a primary advisor to the J3 and will serve as the catalyst to integrate external agencies directly into the operations of the JTF staff. Promotion of maximum unity of effort will tend to drive the JTF to a very open policy with regard to organizations external to DOD. Their direct integration into JTF processes will probably be preferable.

(1) Coordination Meetings. In order to provide maximum unity of effort, all agencies and organizations (or at least the largest organizations) would participate in the daily JTF staff meetings. This would allow the organizations to receive the same information on camp activities as the rest of the staff, as well as provide information on their particular projects and problems. If subordinate JTFs are created to run a number of migrant camps, inclusion of external organizations at their daily staff meetings should also be considered. In addition to the daily JTF staff meetings, a periodic (weekly) interagency meeting with the heads of the various organizations should be sponsored by the JTF. This can provide a forum for more detailed discussions of camp program effectiveness and proposed future operations. Additionally, these meetings will provide an outlet that will help prevent the daily JTF staff meetings from becoming bogged down in excessive detail.

(2) Joint Operations Center (JOC). For the single mission JTF, the 24-hour operation run at the JOC provides the best location for external agencies to coordinate time critical information. Allowing these agencies to have access to the JOC can facilitate overall operations by promoting information flow through a centralized location accessible to all involved agencies.

b. Multi-mission JTF. A JTF with broad mission areas may find the organization described above to be inappropriate. It is still critical that unity of effort be maintained, however, as the mission expands, it is much less likely that complete consensus will be maintained among the various organizations. In volatile environments where security and force protection are pressing issues, close association of external agencies with the internal JTF process will be increasingly untenable. In these situations, a more structured CA organization is appropriate. The structure may be best provided through the establishment of a Civil Military Operations Center

(CMOC).

(1) Meetings. Meetings to establish unity of effort and daily coordination will still be required.

(a) Strategic Direction. If a large multi-national humanitarian assistance operation is in progress, strategic direction may be provided by a [Humanitarian Operations Center \(HOC\)](#). The HOC normally includes decision makers from the UN, UN agencies, DOS (USAID/DART), JTF, NGO/PVO/IO representatives, and host nation authorities. It is usually co-located with the headquarters conducting the operation (e.g., UN). HOC functions include:

- 1 Develop and implement an overall relief strategy.
- 2 Coordinate logistics support for the NGO/PVO/IOs.
- 3 Arrange U.S. and other military support for the NGO/PVO/IOs.

If a HOC does not exist, the JTF should work to establish a periodic interagency working group meeting to fill this role.

(b) Daily Coordination. Daily coordination meetings should be held at the CMOC to keep external agencies fully informed and to coordinate requests and issues. Pertinent information obtained by the CMOC will be forwarded to the core JTF staff.

(2) Civil Military Operations Center. The JTF commander may form a [CMOC](#) to serve as the mechanism for liaison and coordination between the military support capabilities and the needs of the humanitarian assistance organizations. The director of the [CMOC](#) is normally also the military representative to the senior IO or its policy making body, such as the HOC. The CMOC is comprised of military personnel (normally trained civil affairs personnel) and operates on a 24-hour basis. Establishment of the CMOC will allow the commander to provide unity of effort to CA activities without adversely impacting the JOC and other JTF organizations which may be heavily involved in other portions of the JTF mission. When established, the CMOC becomes the single point of contact for IO/NGO/PVO interaction with the JTF. An in-depth discussion on forming and manning a CMOC can be found in the ALSA publication "Multi-Service Procedures for Humanitarian Assistance Operations." That discussion is summarized in [Annex 2](#) to this Appendix.

7. Camp CA Organization

a. Support to Camp Structure. At the camp level, it is important to ensure that all CA activities support the camp structure in place. The camp commander must be fully aware and involved in all support/programs being administered in his camp. Military CA forces, normally in the form of direct support teams (DSTs), will provide advice and analysis to the camp commander and coordinate CA efforts among the camp staff functions of operations, administration, intelligence, and supply.

b. Programs Matrix. When numerous agencies are supporting migrant camp operations, it is frequently advisable to construct a matrix of camp programs designating lead and supporting agencies for each specific program area. This allows U.S. government agencies, and NGO/PVO/IOs to assume responsibility for their specific areas of expertise while defining their relationship with organizations having overlapping areas of expertise. Examples of specific camp program areas include:

- (1) Community Centers.
- (2) Health Education.
- (3) Mail.
- (4) General Education.
- (5) Vocational Education.
- (6) Family Reunification.
- (7) Donations.
- (8) Recreation.
- (9) Camp Response (Mediation).
- (10) Unaccompanied Minors.
- (11) Social Work.
- (12) Radio Broadcast/Newspaper.

c. NGO/PVO/IO Agreements and MOUs. Misconceptions between the military and civilian agencies may be reduced by establishing standard support agreements and memoranda of understanding (MOUs) that clarify support requirements and intentions. Support agreements should involve proper authority and be negotiated through appropriate channels. Agreements may include air and surface transportation, POL, telecommunications, labor, security, facilities, contracting, engineer support, supplies,

services, and medical support.

(1) Examples of Support. U.S. forces will often be required to support other agencies or will find it useful to do so in accomplishing the overall objective. This support should not include assigning personnel (except security). It may require establishing cost centers for each supported agency. Support may include:

- (a) Automatic data processing.
- (b) Communication, transportation, and billeting.
- (c) Courier services.
- (d) Consumables.
- (e) Office space.
- (f) Warehouses and Secure Staging Areas.
- (g) Medical.
- (h) Security.

(2) Information Sharing. During past operations, military forces have been asked to provide automated data processing support. Overall operations will benefit from data base sharing. Information that may be consolidated includes:

- (a) Supply inventories.
- (b) Medical information/records.
- (c) Interview results.
- (d) Information concerning families.
- (e) Personal effects inventories.
- (f) Migrant identification/security records.

d. Meetings. While interaction with camp members is a continuing process, periodic meetings between the camp leadership, camp commander, U.S. government agencies, and NGO/PVO/IOs who work within the camps should be scheduled. This allows the heads of various organizations to put out official information on the status of their

programs and provides a forum for the camp leadership to obtain answers to the questions that are of uppermost concern to the camp population. These meetings are an extremely valuable tool for disseminating accurate information and helping to quell the **rumors** that are a normal, but potentially dangerous part of camp life. Past experience indicates that these meetings should be held at least once a week with the leaders of each camp.

Annex 1 - Memorandum of Understanding Format

Annex 2 - Civil Military Operations Center (CMOC)

ANNEX 1 TO APPENDIX A

MEMORANDUM OF UNDERSTANDING FORMAT

1. Scope. This section establishes a macro level view of the operations within host nation's territorial limits.
2. Facility Establishment. This section defines the purpose of the facility or camp.
3. Responsibilities and Rights of the United States. This section includes U.S. rights and responsibilities in areas such as:
 - a. Transportation.
 - b. Qualification status as refugees/migrants and required actions.
 - c. Security, good order, and discipline requirements.
 - d. Compliance with host nation health and sanitation laws.
 - e. Mortuary/burial requirements for deceased migrants.
 - f. Bearing costs for establishment, operation, and closure of the facilities.
 - g. Damage to the environment and compensation.
 - h. Limits on the geographic area to be used for the facilities.
 - i. Compliance with host nation port authorities and Coast Guard in the event of severe weather/hurricane.
 - j. How facilities are to be developed (may need to meet requirements for later use).
 - k. Financial responsibilities.
 - l. Required upgrades to port and airport facilities.
 - m. Use of local labor and contracts.
4. Rights and Responsibilities of the Host Nation. This section includes host nation rights and responsibilities in areas such as:

- a. Assignment of an area for the facilities.
- b. Permitting freedom of movement necessary for the mission.
- c. Authority to conduct the operation.
- d. Assisting the U.S. in obtaining water, electricity, and other public or private utilities.
- e. Exemption from passport/visa requirements.
- f. Exemption of U.S. Government and personnel from host nation and local sales taxes.
- g. Exemption from landing and port fees.
- h. Exemption from duties, fees, or dues on imports and exports of equipment, goods, and products to conduct the operation.
- i. Waiving licensing and credentials for U.S. health care provided to the migrants and U.S. personnel.
- j. Waiving the requirement for local drivers licenses if personnel possess a U.S. license.
- k. Providing support/services as agreed upon and allowing the U.S. to contract in the host nation.
- l. Measures to facilitate departure/arrival of U.S. personnel.
- m. Introduction and support of legislation to support requirements stated in the MOU.

5. Access to Facilities. This section covers specific rights of access to the migrant camps and normally includes:

- a. Designated host nation government personnel.
- b. The press.
- c. International and private organizations.

6. Presence of the UNHCR. This section establishes rights of camp access for the UNHCR and helps define their role. It normally includes provisions for:

- a. Advising the host nation/U.S. committee and monitoring the operation.
- b. Monitoring migrant processing, including application of international law in the determination of refugee/migrant status.
- c. Providing technical assistance and training in camp operations and refugee/migrant status determination.

7. Applicable Law and Jurisdiction. This section covers the application of law and normally confirms:

- a. International law will apply.
- b. Extent of immunity for personnel to include the status of personnel who commit a criminal act in the conduct of duty and off duty.
- c. Rights of the host nation to investigate crimes.

8. Claims. This section establishes rights to file claims. It normally establishes that:

- a. The host nation is not liable to claims.
- b. The U.S. Government is liable to claims.

9. Committee. This section establishes a committee to serve as a medium for consultations. Participants normally included on the committee include:

- a. Representatives from all MOU signatory nations.
- b. The UNHCR.

10. Limitations. This section establishes specific limits to the authority of the MOU. It frequently limits the MOU from:

- a. Implying the host nation will have to keep any migrants brought into the country.
- b. Implying funding by U.S.
- c. Conferring rights to non-signatories.

11. Settlement of Disputes. This section normally confirms that any dispute related to the MOU will be resolved via diplomatic channels.

12. Coming into Effect/Duration/Termination. This section defines the temporal limits of the

MOU and normally establishes:

- a. A date when MOU will enter into force.
- b. Who may terminate the MOU and under what circumstances.
- c. An automatic termination time to the MOU if not extended.

ANNEX 2 TO APPENDIX A

CIVIL MILITARY OPERATIONS CENTER (CMOC)

1. General. The JTF commander may form a **Civil Military Operations Center (CMOC)** as a mechanism of liaison and coordination between the military support capabilities and the needs of the HA organizations. The CMOC, in coordination with the OFDA's Disaster Assistance Response Team (DART) when deployed, validates and coordinates requests from NGO/PVO/IOs and the host nation for support. During CMOC meetings (usually daily) the CMOC identifies components within the JTF capable of fulfilling the requests to support the NGO/PVO/IOs. Validated requests are tasked by the JTF to the appropriate component for execution.

2. CMOC Tasks. Tasks for a CMOC may include:

- a. Validating requests for military support.
- b. Coordinating requests for military support with the various military components.
- c. Convening and hosting ad hoc mission planning groups involving complicated military support and/or numerous military units and NGO/PVO/IOs.
- d. Promulgating and explaining JTF policies to NGO/PVO/IOs.
- e. Providing information on JTF operations and general security situation.
- f. Serving as the focal point for dealing with weapons policies (if required).
- g. Administering and issuing NGO/PVO/IO ID cards.
- h. Validating requests for travel on JTF aircraft and vehicles.
- i. Acting as an interface, facilitator, and coordinator among component forces, NGO/PVO/IOs, host nation officials, and higher headquarters.
- j. Chairing port and airfield committee meetings for space and access related issues, if the JTF has responsibilities in this area.
- k. Acting as the agency that retrieves and returns confiscated items from NGO/PVO/IO organizations.
- l. Responding to emergency requests for support.

- m. Maintaining and operating a 24-hour watch.
- n. Maintaining contact with regional CMOCs, if established.
- o. Supporting, as required, Civil Affairs teams.
- p. Facilitating organization of a logistics system for food relief efforts.

3. CMOC Organization. A CMOC usually consists of 8 to 12 people. However, its size is mission dependent. Figure A-2-1 shows the organization of the CMOC. The JTF commander may add additional elements as appropriate.

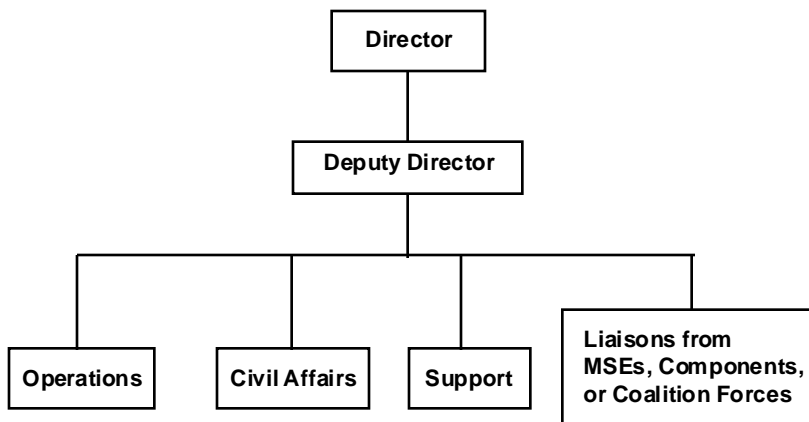


Figure A-2-1. CMOC Organization

4. Support Coordination

- a. The CMOC should hold separate meetings with the relief organizations. These organizations should not deal directly with the component staffs or the JTF staff as the CMOC/relief organization meetings and coordination efforts often become confrontational and emotional. It is critical that the CMOC provide a filter for all support requests, and that all NGO/PVO/IOs realize that their only entry into the military system is through the CMOC.
- b. Detailed information about responsibilities and the flow of support requests follows:

(1) NGO/PVO/IOs

- (a) Prepare complete support request.
- (b) Submit the request to DART/CMOC.
- (c) Monitors.

(2) DART representative

- (a) Validate request.
- (b) Submit request to the CMOC.

(3) CMOC

- (a) Receives the request.
- (b) Assigns a project number to the request.
- (c) Prioritizes the request.
- (d) Prepares a project folder or file for the request.
- (e) Submits project folder to the JTF tasking authority.
- (f) Monitors.

(4) JTF tasking authority

- (a) Receives project folder and logs request.
- (b) Approves request.
- (c) Prepares detailed tasking order.
- (d) Publishes detailed tasking order.
- (e) Retains folder and monitors.

(5) Unit providing support

- (a) Receives mission.

- (b) Analyzes the requirements.
- (c) Commits the resources.
- (d) Annotates resources expended.
- (e) Completes the mission.
- (f) Prepares after-action report with all information.
- (g) Provides after-action report to the JTF tasking authority.

(6) JTF tasking authority

- (a) Receives after-action report from the unit and files in folder.
- (b) Closes out folder.
- (c) Returns folder to CMOC.

(7) CMOC

- (a) Receives folder.
- (b) Sends completion report to the NGO/PVO/IO that requested the project.

APPENDIX B

EMERGENCY CONSIDERATIONS

1. Emergency Evacuation. The purpose of this portion of the appendix is to highlight planning considerations for the possible evacuation of migrants due to natural disasters, fires, or some other catastrophic event. Early in the planning phase the planners must identify the possible conditions under which an evacuation may be required and then develop contingency plans for each condition. These plans must be periodically reviewed thereafter to ensure accuracy and relevance. With each plan the planners should thoroughly work through the details, especially the events which will cause the evacuation to take place and the associated timelines.

- a. Evacuation Sites. The planners should identify various sites to which the migrants may be relocated. Depending on where these sites are in relation to the existing camps, DOS may need to establish new or amended MOUs. These sites must be surveyed, and plans must be prepared for those deemed suitable.
- b. Transportation. The sites chosen, the number of personnel and equipment to be evacuated, and the expected warning times must be considered when determining the transportation requirements. Planners should consider the maximum use possible of both civilian and military transportation assets. They should identify transportation capabilities to include railroads, highways, ports, airfields, water vessels, land vehicles, and aircraft. Additionally, planners should consider load capacities and turn-around times of the transportation means to accept the next loads.
- c. Security. Security will be required while moving the migrants to their departure points, while loading on their transportation, while enroute to their new sites, and in their new sites. Plans must also be made for securing any migrants, equipment, and facilities left behind.
- d. Documentation. In some circumstances, migrants will need documentation showing, as a minimum, their name and the locality from which they were evacuated. Migrants should be manifested for movement as a control technique.
- e. Briefings. Before movement, someone must brief the migrants. This can take the form of leaflets, loudspeakers, posters, or other means available. The briefings should explain the details of the move, to include restrictions on personal belongings, movement organization, and the schedule. The migrant leadership can help disseminate this information and should be used to assist in controlling the evacuation.
- f. Rations. If an evacuation is to last longer than a few days, rations may need to be transported with the migrants. For an evacuation of only a short duration, rations may be issued to the individuals.

g. Health Care. This area must be addressed especially for those migrants already requiring medical attention at the time of the evacuation. An estimate must also be made for the types and quantities of medical supplies required at the new sites for normal medical services. Additionally, planners should consider the support that may be available from local sources at the new sites, in order to reduce the need to transport all needed supplies.

h. Return. Evacuation plans must also provide for the migrants' eventual return to the original camp(s) and the criteria for determining the duration of their absence.

2. Emergencies Involving Migrant Unrest. This section of the appendix provides some planning considerations which may be helpful in determining the planned response in the event of a migrant disturbance.

a. Security Levels. Activities observed within the camps will set the security level placed into effect. Additionally, each camp will determine its own security level based upon current observations and guidance. Five levels of security are suggested in descending order with level one being the most serious level of vigilance. The characteristics of each security level are as follows:

- (1) Security Level 5
 - Normal migrant activity.
- (2) Security Level 4
 - Verbal belligerence manifested by a group.
 - Scheduled activity disrupted.
 - Group not following instructions.
 - Limited breaching in a single camp.
- (3) Security Level 3
 - Hostile actions directed against security forces.
 - Physical contact between migrant groups.
 - Internal security element forced to pull back.
 - Damage to camp facilities.
 - Breaches (multiple) in more than one camp.
- (4) Security Level 2
 - QRF unable to restore order within the camp.
 - Possible hostage situation(s).
 - Simultaneous breaching of perimeter security.
 - Intentional fires being set.
- (5) Security Level 1
 - Confirmed hostage situation.

- Increase in fires/damage to property.
- Security forces unable to confine population outside of camp perimeters.

b. Reactions to Disturbances. The desire to treat the migrants humanely and still effectively maintain control over those elements seeking to disrupt routine camp operations is a challenge to every commander. A few suggestions on how this might be accomplished are:

- (1) Monitor ongoing activities in camps to detect early signs of unrest.
- (2) Elevate security levels as the situation requires.
- (3) Employ minimal force to control and contain a disturbance and to effect apprehensions.
- (4) Provide for the safety and protection of migrants during this operation.
- (5) Extract bypassed civilians and military personnel from inside camps experiencing a disturbance.
- (6) Success is defined by stopping any disturbance with minimal injury to the migrant population, minimal damage to the installation, and the return of all migrants to the camp complex.
- (7) The main effort should go to the containment of the migrant camp that is posing the most significant threat of injury to personnel and/or damage to property. The supporting effort would then go to containing the disturbance and maintaining routine operations in the other camps, if possible.

c. The objective is to be proactive in preventing disturbances. One possible solution may be a "Health and Comfort" inspection. When a camp shows signs of possible violence, or intelligence indicates a camp is planning some type of action, inform the Camp Leader approximately two hours ahead of time regarding what is about to take place and request that the word be passed. On time, the external security force in full civil disturbance gear plus dog teams encircle the camp. MP's accompanied by an external security platoon in full gear go inside, cordon off a number of tents, professionally inspect each bed, tent flap, and disturbed ground (weapon burial). The team would be especially careful of all the migrants' possessions. Any belligerent migrant would be removed from the camp and taken to a temporary segregation facility for a period of time (7 days). This method of proactive control has been effective at past camps.

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APPENDIX C

RELIGIOUS SERVICES CONSIDERATIONS

1. Planning Considerations. A command chaplain should be assigned with the JTF planning cell prior to deployment of the JTF to ensure that there is active involvement, adequate time for preparation, and sufficient planning to meet the ministry needs of the JTF. Religious ministries will be provided by chaplains and chaplain assistants functioning as Religious Ministry Support Teams (RMSTs). All chaplains must deploy with, at a minimum, a chaplain's kit. Orders for RMST personnel should reflect excess baggage authorized. General planning considerations include:

- a. Initial Supplies. Initial teams should deploy with a basic 30 day supply to include but not be limited to: scriptures for distribution, host/wafers and grape juice/wine for communion, worship service/liturgical resources, hymnals, current missalettes, rosaries, and anointing oil, etc. A portable music support system with auxiliary speakers is recommended. Laptop computers and printers are also recommended.
- b. Follow-on Supplies. The Command Chaplain should request via normal supply channels items such as those listed above plus portable public address systems, portable altars, and other items not usually carried by RMSTs. Requests for vehicle/transportation support and computer/ADP support will also be submitted in a timely fashion.
- c. Preparedness. Since world-wide deployments are planned and remote site locations are probable, JTF RMSTs must be prepared to minister to U.S. forces and migrants under hardship conditions during the operation.
- d. Language. When operating in a foreign country or ministering while on assignment, the ability to communicate well is critical for effective ministry.
 - (1) A linguist should be assigned to each RMST. This is required to assist the chaplain in leading worship services in the native tongue of the migrants and to translate during individual or group sessions.
 - (2) Native language tapes should be ordered from the Defense Language Institute (DLI), Monterey, CA.
 - (3) If long-term operations are anticipated and very few of the migrants speak English, a chaplain should be sent to DLI for a short course to study the native language of the migrants. This should be one of the chaplains who will work in the camps directly with the migrants.

(4) English/foreign language dictionaries and common usage phrase books should be obtained in sufficient quantities to allow ready access by all chaplains.

(5) Scriptures, rituals, and other religious literature or materials in the native tongue of the migrants should be purchased in large quantities to ensure an adequate distribution among the migrants.

e. Migrant Religious Analysis. The JTF Command Chaplain should ensure a thorough analysis of the religions and their relationships to the customs and heritage of the expected migrant population. A basic reference document on the religious practices of the migrants being processed should be written and distributed to all chaplains.

(1) Basic points to consider are the major religious organizations, their memberships, and percent of the population. **Migrant clergy** or religious leaders need to be identified and utilized, and their influence on community attitudes and practices assessed.

(2) The major tenets of each major religion should be addressed. Forms and frequency of worship should be noted. The impact of religious values on the migrants' lifestyles should be determined.

(3) Other related areas of concern are the social-economic influence of religion and religious institutions and their relationship to government.

(4) Area studies, public and university libraries, and civil affairs units are resources that may be utilized for drawing together this information.

(5) Special customs and dietary laws must be respected.

2. Provisions of Religious Services to Migrants. The JTF Command Chaplain must ensure that the religious rights of migrants are respected. They are to be afforded ample opportunity to freely exercise their religious traditions and spiritual customs.

a. At a minimum, religious worship services should be provided for Catholic and Protestant migrants held in the camps. Either military chaplains of the JTF or native priests and pastors indigenous to the population may be used. If native lay leaders, priests, and pastors are used, their activities should be coordinated with, supervised by, and approved by the JTF Command Chaplain. The scheduling of worship services in the migrant camps should be coordinated with the camp staff and approved by the camp commander.

b. Where significant numbers of migrants are of religions not common to U.S.

military chaplains, appropriate authorities should be contacted to provide adequate religious support from native language speaking spiritual leaders. Their access to the camps and clearances of all activities should be subject to the approval of the JTF Commander as advised by the Command Chaplain.

3. Provision of Religious Services to Non-DOD Civilians. Due to the remote site locations anticipated in most migrant camp operations, indirect religious support will be provided to civilian employees working with the JTF. JTF RMSTs will also provide for coverage of U.S. government agencies personnel.

- a. Opportunities to worship along with JTF military personnel will be extended to civilians workers. The JTF Command Chaplain will ensure agency heads at the site are fully informed of these services.
- b. Pastoral Care will address personal emergencies, family crisis, hospitalizations, and emotional distress.

4. Additional Functions/Responsibilities

- a. In all cases involving serious injury, critical illness, or death of either JTF military personnel or migrants, the JTF Chaplain's staff will be notified. Camp commanders, the J1, and the duty officer are responsible to ensure timely notification of the chaplain.
- b. For serious injury, illness involving hospitalization, or death the chaplain will respond promptly as appropriate.
- c. For Red Cross emergency notification messages, the J1 and commander will keep the chaplains informed. Chaplains will contact the individual concerned to offer consolation, counseling, and crisis support. In death notification cases, commanders are advised to have chaplains accompanying the official giving notice.

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APPENDIX D

MEDICAL CONSIDERATIONS

1. Migrant Camp Medical Planning Considerations. The JTF Surgeon should consider the following when planning medical requirements and support structure for migrant camp operations:

- a. Contact **NGO/PVO/IO medical facilities** before commencing the operation. Identification of needs and cooperation by all involved early on will increase efficiency and reduce redundancy.
- b. Create a medical coordination element within the HOC and/or CMOC. Some type of central point or organization for coordinating medical requirements should be created. However, the differing policies and positions of individual NGO/PVO/IOs, military capabilities and policies, and host nation requirements should be considered.
- c. Establish policies for treating migrants injured by JTF actions. Also, establish policies for supporting air search and rescue and/or medical evacuation assets.
- d. If the host nation government's infrastructure is functional, establish liaison with the local public health office or officer.
- e. Coordinate actions to prevent or control outbreak of disease. Additionally, in preventing the outbreak of disease for military personnel supporting the mission, JTF medical planners and service component logistics personnel should plan and coordinate procurement and distribution of high efficiency particulate face masks and high density protective gloves for personnel required to come into close contact with migrants who may be carrying highly infectious diseases. **Dental face shield** should be made available for dental and surgical personnel expected to perform procedures on migrants.
- f. Establish procedures for the emergency evacuation or temporary hospitalization of sick, wounded, and injured persons, as well as for their evacuation to other appropriate medical facilities.
- g. Establish procedures for distribution of **medical supplies** and **equipment**.
- h. Request, if necessary and the situation or mission calls for such action, that higher headquarters determine what is required to obtain DOD authorization for use of medical supplies or submit requests for Title 10 funding support from DOS.
- i. Determine whether the **support package** meets the needs of the anticipated population to be supported.

- j. Since **medical kits** and supplies are designed to support combat-based treatment, they will generally not be appropriate to migrant camp operations; determine required adjustments.
- k. **Task-organize** medical units to meet **routine** and emergency requirements.
- l. Coordinate **resupply** of selected Class VIII, pharmaceutical items, blood products, and medical gases.
- m. Coordinate medical evacuation services between assigned military forces, allied nations, and civilian organizations.
- n. Determine if veterinarian support is sufficient for inspection of food and care of animals identified to be treated.
- o. Identify and incorporate alternate support plans as appropriate. Alternate sources for medical services include, but are not limited to:
 - (1) Diplomatic flights for medical evacuation and resupply.
 - (2) Embassy and **host nation physicians**.
 - (3) Allied nations' capabilities for emergency care, hospitalization, and ancillary services support.
 - (4) Coordinated hospital support between all military organizations.
- p. Plan for orderly conclusion or transfer of medical support for the migrants in the event of withdrawal or redeployment orders. Plan for continuity of medical care (to include medications) by other than U. S. military care providers upon repatriation or other movement of migrants.
- q. Coordinate development of formal agreements between U.S. forces and the host nation that include plans, construction, and land requirements for medical facilities.
- r. Identify requirements for personal protective measures including immunizations, chemoprophylaxis, immunoprophylaxis, insect control, and other measures.
- s. Consult medical intelligence sources, both classified and unclassified, to assess endemic disease threats in the area of operations and among the migrant population, and the status of host-nation medical infrastructure. Analyze information from lessons learned and materials by the Armed Forces Medical Intelligence Center (AFMIC) to include:

- (1) Medical capabilities studies, worldwide disease, and treatment information.
- (2) Medical Facilities Handbook published by the AFMIC, which describes facilities within major geographical areas worldwide.

2. Standards of Care During Migrant Operations. Prior to deployment, or at the earliest opportunity thereafter, the JTF Surgeon and assigned medical officers should develop a Standards of Care (SOC) plan for the operation. The resources available and time allocated are examples of factors that may affect the SOC. Once approved by the JTF Commander, planning and action required to support the SOC should be initiated. An example of the World Health Organization's (WHO's) recommendations for items to be covered in a SOC include:

- a. Promotion of proper nutrition.
- b. An adequate supply of safe water.
- c. Basic sanitation (services).
- d. Maternal and child care (including family planning).
- e. Appropriate treatment for common diseases and injuries.
- f. Immunization against infectious diseases.
- g. Prevention and control of locally endemic diseases.
- h. **Education** programs **tailored to the situation**.

The general health of the migrants themselves may necessitate modifying the SOC; this does not obviate preparing initial planning based on early assessments.

3. Laboratory Services. During migrant camp operations, military forces should fully use their preventive medicine assets, personnel, and equipment. Intensive epidemiological monitoring coupled with sophisticated diagnostic capabilities (serology, bacteriology, parasitology) can prevent epidemics.

4. **Medical Records**. The JTF medical personnel must provide a medical record for the migrants. Records take two forms: **individual medical records** (Figure D-1) and medical records associated with communal trends. Individual records may be simple cards used to record immunizations and treatment (Figure D-2). **Medical cards** are usually kept by the migrant once given to him in a "Ziplock" bag. The migrant will normally take very good care of the card once it is explained to him how important the card is. The information listed in Figure D-1 has proven to be sufficient as well as providing enough information so that INS

will allow entry of a migrant to the United States for medical emergency. The UNHCR's experience has also shown that the migrants will maintain the cards. Communal recording is an essential tool for planning health services and monitoring disease patterns.

5. Specialized Local Facilities. Attempts to establish local hospitals run by migrants should be avoided. They are skill, equipment, supply, and labor intensive. They provide only corrective services, and they rarely continue to be effectively managed once U.S. military forces are withdrawn. Once established, local facilities are extremely difficult to close and can become a politically sensitive issue. If temporary clinics are established, staff and equipment should be determined by the local pattern of disease and a careful calculation of anticipated benefits to the supported population. Consideration should be taken regarding the transfer and transition to the local population.

6. Disease Control. The risks of **communicable (infectious) diseases** are increased in a migrant environment due to overcrowding, poor environmental conditions, and poor public health. Expert advice should be obtained for communicable disease control and management of epidemics. Some communicable diseases have a seasonal pattern, and timely preventive measures must be taken to prevent a rapid increase in cases.

7. Immunization. There are strong reasons, both medical and practical, to resist pressure for an immediate mass immunization program. The most common causes of disease and death are generally infections, often aggravated by malnutrition and poor sanitation - neither of which are affected by immunization. Immunization programs require large numbers of workers to supervise and manage refrigerated vaccines. Though not difficult, these programs may not represent the best use of limited on-site medical resources. Immunization efforts must be planned within the context of both the host nation's health care system and locally implemented projects. For example, third world countries may be medically underserved overall, while in local areas or villages one may find pediatric immunization rate comparable to those in developed countries as a result of relief agencies (NGOs) specific medical projects. Immunization programs must carefully consider specific costs and benefits for each specific disease threat. Besides efficacy of the vaccine itself, other factors such as refrigeration requirements (from shipment point in CONUS to time of administration to the patient), possible medical side effects, and the requirement for multiple doses over specific time intervals must be considered in the planning stages. Additionally, some vaccines are of limited effectiveness (e.g. cholera is only 50% effective). Medical planning should consider the effectiveness of preventing the cause of disease (e.g. improving sanitation of food and water, controlling insect or rodent vectors of disease, or disposing of human waste in a sanitary manner) among an entire population as compared to treating the symptoms of specific patients. Other vaccines, such as measles, or other medical interventions, such as administering vitamin A deficiencies, can provide life-long health benefits for minimum cost. Medical planning should determine the best utilization of limited medical resources to address both the immediate and long-term health care needs of the local populace.

8. Medical Logistics

a. Local Supplies. Non-government and private volunteer organizations attempt to use local and host nation medical supplies when available. Recent experiences have shown that most third world countries, if they have any supplies, will have amounts sufficient for their country alone and little or none to donate to migrant operations. The JTF Surgeon must anticipate that he will have to be his own source of supply. However, if materials and supplies are donated or made available, then special quality assurances and controls must be in place. Typically, donations of unsolicited drugs vary in quality, quantity, and source.

b. Vaccines. Pre-staged vaccine supplies are available in some areas of the world through UNHCR via local WHO or UN offices. Plan for the refrigeration of vaccines from the last transportation link provided by the UN to the camp. The UNHCR recommends requesting time/temperature indicator cards with vaccines. Again, experience has proven that if the United States is involved in the dispensing of vaccines, the world organizations will expect the U.S. military to provide the vaccine for those under its responsibility.

9. Health and Personal Hygiene Education For Migrants. U.S. personnel, who generally realize the importance of health education, may underestimate the difficulties in persuading people at risk to change established habits. Direct first attempts at education towards immediate public health problems (e.g., the proper disposal of excreta and refuse). Medical personnel may find that many host governments and local PVO/NGO/IOs have already produced simple health and hygiene education materials in the local language that require only reproduction and distribution. Consider employing respected local teachers and elders who may be more effective than outsiders in communicating basic health principles and practices.

10. Medical Evacuation. Medical planners must provide a sound plan for medical evacuation of casualties from point of injury to an appropriate medical treatment facility. The most desirable means of evacuation is by dedicated medical evacuation aircraft (see **Figure D-3** for capabilities); however, operational requirements may dictate the opportune use of nonmedical aircraft. Ground evacuation should be limited to the vicinity of operational bases (i.e., migrant camps and temporary sites).

a. Intra-theater Evacuation. In a mature theater with an established Health Service Support system, the JTF should maximize use of the established evacuation system. In an immature theater, or when operational considerations dictate, the medical planner must be opportunistic and prepared to use available platforms from the operational or logistic air flow. In these cases, the medical planner must attempt to arrange medical care enroute so as not to degrade the camp's medical support. Medical personnel accompanying the aircraft should come from operational base assets. Intra-theater evacuation may require the use of aircraft (C-130, C-141, UH-60, etc.) configured for medical evacuation and/or deployment of elements of the USAF aeromedical

evacuation system. The theater aeromedical evacuation system normally operates from forward resupply airfields and can use either retrograde or dedicated airlift. Depending on the operational situation and other theater requirements, an aeromedical evacuation liaison team (AELT) could be deployed to provide an organic communications capability to coordinate JTF aeromedical evacuation requirements. Alternatively, a mobile aeromedical staging facility (MASF) could deploy to the camp. A MASF is not intended to hold casualties for longer than 2-6 hours. MASFs are normally sited near runways or taxiways of airfields or FOBs used by tactical airlift aircraft to resupply combat forces.

b. Inter-theater Evacuation. Air Force aircraft perform aeromedical evacuation of military personnel, their family members, and authorized civilian patients worldwide. Within the United States, the 375th Aeromedical Airlift Wing is headquartered at Scott AFB. Subordinate detachments, plus Air National Guard and Air Force Reserve aeromedical units, are located throughout the United States and may be available for airmedevac missions.

c. Medical Evacuation Policy. The medical evacuation policy establishes the maximum non-effective period in days that patients may be hospitalized or convalesce within the theater. Casualties should be evacuated from the theater if they cannot return to duty within this period. The evacuation policy can vary from zero days when there are no in-theater assets, to 90 days or longer when a conventional HSS system is fully established.

11. Hospitalization. The JTF must rely on the conventional HSS system for definitive health care. Even in undeveloped theaters, the JTF medical planner must coordinate with the appropriate medical channels for support of JTF and migrant personnel. The planner should request that the theater command surgeon designate specific facilities where JTF personnel will be taken. He must coordinate for a limited surgical resuscitation and holding facility at the support base (if necessary, a tailored package for sole support of the JTF), organic air assets when Air Force or Army medical evacuation resources cannot be employed for operational reasons, and Air Force aeromedical evacuation assets for transportation to designated Medical Treatment Facilities (MTF) within the theater or to another theater or CONUS. (The MTF O-2 will be designated by the Global Patient Movement and Regulating Center (GPMRC), depending on the nature and OPSEC requirements of the operation.)

Annex 1 - Medical Supplies and Equipment

MIGRANT HEALTH RECORD

NAME _____ NOK _____
AGE _____ SEX _____ CAMP NO. _____
DMPITS NO. _____ NOK DMPITS NO. _____

IMMUNIZATIONS	DATES	DATE	NOTES
MMR:			
Dt:			
MENINGOCOCCAL:			
DPT (if under 7)			
HIB (if under 7)			

ALLERGIES	DATES	DATE	NOTES

CXR: POS NEG	DATES	DATE	NOTES
PROBLEM LIST			

MEDICATIONS	DATES	DATE	NOTES

FIGURE D-1. MIGRANT HEALTH RECORD

FIGURE D-2

WEEKLY MEDICAL SURVEILLANCE REPORT

The following message format has been adopted by USACOM as the preferred reporting method for active duty personnel over the last few operations:

FM CJTF XXX XXX XXX

TO CINCUSACOM NORFOLK VA//JO2M//

BT

UNCLAS//N06000//

OPER/NAME OF OPERATION//

MSGID/GENADMIN/CJTF XXX XXX XXX//

SUBJ/WEEKLY MEDICAL SURVEILLANCE REPORT//

REF/A/RMG/XXXX//

POC/

RMKS/1. THE FOLLOWING INFORMATION IS FORWARDED FOR THE PERIOD
YMMMMDD THROUGH YMMMMDD:

2. UNIT: JTF XXX. AVERAGE UNIT STRENGTH: XXXX.

3. GENERAL DIAGNOSTIC CATEGORIES. (The following is a general description of each category. Columns will be generated for each service and U.S. civilians in this order -
AR/AF/NAVY/USMC/CG/US CIV)

- a. HEAT/COLD INJURIES (H/C). Heat stroke, heat cramps, , heat exhaustion, dehydration, sunburn, frostbite, chilblain, hypothermia.
- b. GASTRO-INTESTINAL ILLNESSES (g-I). Diarrhea, gastro-enteritis, dysentery, gastritis, food poisoning, constipation, intestinal parasites.
- c. RESPIRATORY ILLNESSES (RES). Upper respiratory infections, colds, bronchitis, asthma, pneumonia, pharyngitis, otitis, sinusitis.
- d. DERMATOLOGICAL ILLNESSES (DER). Viral rashes or lesions, cellulitis, fungal or bacterial infections, contact dermatitis, dermatitis caused by insect bites, skin ulcers and eschars.
- e. OPHTHALMIC ILLNESSES/INJURIES (EYE). Conjunctivitis, eye infections or irritations, corneal abrasions, foreign bodies, solar injury, laser injury, trauma not associated with trauma reported under Orthopedic/Surgical Injuries, para 3g.
- f. PSYCHIATRIC ILLNESSES (PSY). Depression, situational reactions, anxiety, neuroses, psychotic reactions, suicide attempts, behavioral reaction to medication or substance abuse.
- g. ORTHOPEDIC/SURGICAL INJURIES (INJ). Fractures, sprains, lacerations, abrasions, internal injuries, burns and thermal injuries (not sunburn), non-envenomating animal bites (usually mammal or reptile), other trauma; includes battle, non-battle, occupational, recreational incidents.

Figure D-2
WEEKLY MEDICAL SURVEILLANCE REPORT
(continued)

- h. **MEDICAL ILLNESSES (MED).** Cardiac-related problems such as chest pain, hypertension; neurological problems such as headaches, convulsions, syncopal episodes; allergic reactions, including systemic reactions to venomous bites/stings; hepatitis; urogenital illnesses not associated with sexually transmitted disease; internal conditions not related to trauma (e.g., appendicitis).
 - i. **SUBSTANCE ABUSE (ABU).** Abuse of alcohol, illegal drugs including marijuana, pharmaceutical (prescribed or unprescribed), or other substances.
 - j. **DENTAL (DEN).** Dental injury, disease, or condition requiring care by a dentist.
 - k. **FEVERS OF UNDETERMINED ORIGIN (FUO).** Fevers not apparently associated with diagnosed illness or injury.
 - l. **SEXUALLY TRANSMITTED DISEASES (STD).** HIV, gonorrhea, syphilis, chlamydia, genital herpes, pelvic inflammatory disease, venereal warts/chancres.
4. **SPECIAL DIAGNOSTIC CATEGORIES (NUMBER OF NEW CASES).** (This paragraph deals with diseases, injuries, or medical conditions of special interest within the command or as directed by higher authority (e.g., malaria, barotrauma), including subcategories already reported under a General Diagnostic Category (e.g., the number of Orthopedic/Surgical Injuries that were sports-related).
5. **COMMENTS/REMARKS.** Clarify or explain specific entries in paragraphs 3 and/or 4, as needed. Reference applicable para/subpara.

INSTRUCTIONS

1. **Instructions For Completing and Submitting Weekly Medical Surveillance Report.** This report was designed to track medical trends of Service components participating in all joint exercises and operations, including those conducted by Joint Task Force and Sub-Unified Command organizations. It serves equally as well for tracking communal trends within JTF migrant camp operations. A timely, comprehensive medical surveillance program can inform JTF/Camp commanders of the health of large groups of persons or their commands and identify trends that can be attacked before significant health problems occur.
2. **Filing and General Instructions.** Camp Surgeons will report disease and injury incidence in the above format. Reports will be sent weekly to the JTF Command Surgeon, and are due within five days after the end of reporting week, or as required by the JTF Surgeon. The basis for this report is INITIAL DIAGNOSIS OF NEW CASES, not initial complaint, hospital admission, or follow-up visits.
3. **Use.** Since this report reflects medical effects, it is important from a preventive medicine standpoint to identify in paragraph 5 any unusual or recurring causes of these effects.

AEROMEDICAL AIRLIFT CAPABILITIES

Aircraft	Medical Crew Compliment		Peacetime	Wartime or Emergency				
	Flight Nurse	Medical Technician	Litter/Walking	All Litter	All Walking	Surge Litter/Walk	Floor Loading	Planning Factors
C-9A	2	3	9/30	40	40	40/0 ¹	N/A	40
C-130A, B, E, H	2	3	24/36 ²	74 ³	36/82 ²	30/42 ^{1,2}	20	50
C-141B*	3	4	31/78	103	140 ⁴ /165 ⁵	32/79	36	32/79
C-141B**	3	4	31/78 ⁶	103	161 ⁴ /195 ^{2,5}	32/79	40	32/79
<div>* With comfort pallet ** Without comfort pallet</div> <div>1 Various litter and walking combinations are available at all times</div> <div>2 Side facing (Evans) seats are used</div> <div>3 If a full medical crew is on board, only 70 positions are available</div> <div>4 Aft facing seats are used</div> <div>5 Due to life raft limitations, the number of walking patients may be reduced to 160 on overwater flights</div> <div>6 Peacetime strategic (Intertheater) missions normally use a comfort pallet</div>								

Figure D-3

AEROMEDICAL AIRLIFT CAPABILITIES

ANNEX 1 TO APPENDIX D

MEDICAL SUPPLIES AND EQUIPMENT

1. Background. This annex consists of two **drug lists** (Figures 1 and 2) and one equipment list (Figure 3). Together, the items make up a complete emergency kit as proposed by the World Health Organization. This is by no means an all inclusive list of required medicines or medical supplies, but should be a building block for what will be needed according to the anticipated situation and where the JTF will be operating. The medical staff should be prepared to bring whatever supplies are needed to sustain the operation and to meet emergency needs for the first thirty days. The equipment in Figure 3 is generally available, standard, clinic equipment. This annex contains the following lists:

- a. Figure 1. Basic drug requirements for 10,000 people for 3 months.
- b. Figure 2. Drugs for use by doctors and senior health workers, in addition to Figure 1.
- c. Figure 3. Basic medical equipment for a clinic.
- d. Figure 4. Estimate of numbers of common symptoms/diseases and treatment.

2. Purpose of Drug Lists. The purpose of the lists and emergency kit is twofold: to encourage standardization of drugs and equipment and to enable swift initial outside supply in an emergency if local supply is not immediately possible.

3. Contents and Resupply. The drugs shown on Figures 1 and 2 are those actually supplied in WHO kits. Where local supply is possible, various drugs could serve as alternative to those on the lists. In these cases, the substance selected by the Expert Committee of the WHO provides an example of a therapeutic group and, as in the WHO Revised Modal List of Essential Drugs, is indicated by an asterix (*).

4. Basis of Health Kit. The contents of the health kit are based on:

- a. An assumption that clinics will usually be staffed by health workers with basic training who will treat symptoms rather than diagnose diseases, and will refer patients who need more specialized treatment.
- b. Half the population being 0 to 14 years of age (5,000 persons) and half 15+ years of age (5,000 persons).
- c. An estimate of the likely numbers of the more common symptoms/diseases presented in a 3-month period at the early stage of an emergency. (Standardized

treatment schedules are provided in Figure 4)

5. Coverage of Health Kits. The drugs on the lists are intended to cover initial needs only, pending a proper assessment of the following:

- a. Demographic pattern of the community.
- b. Physical condition of individuals.
- c. Incidence of symptoms from clinic and health center records and nutritional surveillance.
- d. Prevalence of symptoms as determined, for example, from household and nutrition surveys.
- e. Causes of mortality and morbidity.
- f. Likely seasonal variations of symptoms and diseases.
- g. Likely impact of improved public health measures.
- h. Local availability of drugs and equipment taking account of national drug policies.
- i. Drug resistance.
- j. Capabilities of the health worker.
- k. Referral system.

Once this assessment has been made, a situation-specific list should be prepared and appropriate arrangements made to supply the necessary quantities.

6. Prescription Precautions. When prescribing any drug, attention must be paid to possible contraindication, the risk of adverse reaction, drug interactions, irritant factors, and the special risks associated with pregnancy, children (especially neonatal), and the malnourished.

7. Drug List Exclusions. Figures 1 and 2 do not include vaccines or drugs to control certain communicable diseases. To ensure that action conforms to national policies, or in the absence of national policies that it conforms to the World Health Organization, the vaccines and drugs needed and the best methods of supply should be discussed with the appropriate health authorities.

Figure-1

Basic Drug Requirements for 10,000 people for 3 months

Ref. No. A/	Drug (WHO reference)	Pharmaceutical Form and Strength	3 Month Total (round up)
1.	Analgesics(2.1) 1 acetylsalicylic acid 2 paracetamol	tab 300mg tab 500mg	17,000 tabs 4,500 tabs
2.	Anthelmintic(6.1) 1 mebendazole* 1 piperazine	tab 100mg syrup 500mg/5ml (30 ml bottle)	2,100 tabs 5.1 liters
3.	Antibacterial(6.3) 1 ampicillin* 2 benzylpenicillin 3 phenoxymethylpenicillin 4 procaine benzylpenicillin 5 sulfamethoxazole + trimethoprim* 6 tetracycline *	suspension 125mg/5ml inj 0.6g(1 million IU) tab 250mg inj 3.0g (3 million IU) tab 400mg + 80mg tab 250mg	420 bottles 60ml 500 vials 9,500 tabs 375 vials 7,500 tabs 9,000 tabs
4.	Antimalarial(6.7) 1 chloroquine * 2 chloroquine *	tab 150mg syrup 50mg/5ml	8,000 tabs 3 liters
5.	Antianaemia(10.1) ferrous salt + folic acid	tab 60mg + 0.2mg	30,000 tabs
6.	Dermatological(13) 1 benzoic acid+salicylic acid 2 neomycin+bacitracin* 3 calamine lotion* 4 benzyl benzoate 5 gentian violet	oint, 6%+3%, 25g tube oint, 5mg+500 IU/g, 25g tube lotion lotion 25% crystals	100 tubes 50 tubes 5 liters 35 liters 200g bottles
7.	Disinfectants(15) chlorhexidine *	solution 20%	5 liters
8.	Antacid(17.1) aluminum hydroxide	tab 500mg	5,000 tabs
9.	Cathartic(17.5) senna *	tab 7.5mg	400 tabs
10.	Diarrhea(17.6.2) oral rehydration salts	sachet 27.5g/litre	6,000 sachets
11.	Ophthalmological(21.1) tetracycline*	eye oint 1%, 5g tube	750 tubes
12.	Solutions(26.2) 1 water for injection 2 water for injection	2ml 10ml	500 amps 500 amps
13.	Vitamin(27) 1 retinol (vitamin A) 2 retinol (vitamin A)	caps 60mg(200,000 IU) caps 7.5mg (25,000 IU)	500 caps 400 caps

*See explanation, paragraph 3

Figure-2
Drugs For Use By Doctors and Senior Health Workers

Ref. No.B/	Drug (WHO Reference)	Pharmaceutical Form and Strength	Total Amount
1.	Local anaesthetic (1.2) lidocaine	inj 1% vial/50ml	10 vials
2.	Analgesic (2.2) pethidine	inj 50mg in 1ml amp	10 amps
3.	Antiallergic (3) chlorphenamine	tab 4mg	100 tabs
4.	Antiepileptic (5) diazepam	inj 5mg/ml, 2ml amp	10 amps
5.	Antiinfective (6) 1 metronidazole 2 benzylpenicillin 3 cl\hloramphenical 4 cloxacillin	tab 250mg inj 3.0g caps 250mg caps 250mg	1,500 tabs 100 vials 2,000 caps 3,000 caps
6.	Antimalarial (6.7) 1 quinine 2 sulfadoxine pryionethamine	inj 300mg/ml tabs 500mg 25mg	20 amps 150 tabs
7.	Plasma substitute (1.1) dextran 70	inj sol 6%/500ml	5 litres
8.	Cardiovascular (12) glyceryl trinitrate 2 propranolol 3 digoxin 4 digoxin 5 epinephrine	tab 0.5mg tab 40mg tab 0.25mg inj 0.25mg/ml inj 1mg/ml	100 tabs 100 tabs 100 tabs 10 amps 10 amps
9.	Dermatological (13) 1 nystatin cream 2 hydrocortisone	100,000 IU/g. 30g tube 1% cream, 30g. tube	10 tubes 10 tubes
10.	Diuretics (16) 1 furosemide 2 furosemide	tab 40mg inj 10mg/ml	100 tabs 10 amps
11.	Hormones (18) hyarcortisone	inj 100mg	10 vials
12.	Gastrointestinal (17) 1 promethanzine promethazine 3 codeine	tab 25mg syrup 5 mg tab 30mg	100 tabs 10 bottles 100 tabs
13.	Ophthalmological (2.1) Sulfacetamide eye oint 10%	5g tube	250 tubes
14.	Oxytocics (22) 1 ergometrine 2 ergometrine	tab 0.2mg inj 0.2mg	100 tabs 10 amps
15.	Psychotherapeutic (24) diazepam	tab 5mg	100 tabs
16.	Respiratory (25) 1 aminophylline	inj 25mg	10 amps
17.	Solutions (26.2) 1 compound solution of sodium lactate	solution/500ml	10 litres

FIGURE-3
BASIC MEDICAL EQUIPMENT FOR A CLINIC

<u>Ref No C/</u>	<u>Description</u>	<u>Quantity</u>
1	Sterile disposable syringes, Luer 2ml	4,000*
2	Sterile disposable syringes, Luer 10ml	1,000*
3	Sterile disposable needles 0.8 x 4cm/G21 x 11/2"	2,500*
4	Sterile disposable needles 0.5 x 16cm/G25 x 5/8"	2,500*
5	Interchangeable glass syringes, Luer 2ml	5
6	Interchangeable glass syringes, Luer 10ml	5
7	Interchangeable needles, 144 assorted, Luer	2 pkts
8	Sterile swabs	5,000
9	Emergency suture sets with needles, pkt 12	15 pkts*
10	Needle-holder	1
11	Scalpel handle No. 3 size	2
12	Artery forceps	2
13	Dissecting forceps	2
14	Blades, disposable size 10	100*
15	Scissors, straight	6
16	Scissors, suture	1
17	Thermometers	10
18	Stethoscope, standard and foetal	2 ea
19	Spygomanometer, aneroid	1
20	Diagnostic set (auroscope, ophthalmoscope)	1
21	Battery alkaline dry cell "D" type 1-5 v for item 20	4*
22	Vaginal speculum, Graves	2
23	Metal syringes for ear washing, 90ml	1
24	Tongue depressor, metal	1
25	Nasogastric tubes size Ch. 5 (premature), polyethylene	5*
26	Nasogastric tubes size Ch. 8 (infant), polyethylene	10
27	Nasogastric tubes size 12, polyethylene	5*
28	Scalp vein needles	50
29	Gloves, reusable small	100
30	Gloves, reusable medium	100
31	Gloves, reusable large	100
32	Dressing tray with lid, stainless steel	4
33	Basin, kidney 350ml, stainless steel	2
34	Bowls, round with lid 240ml, stainless steel	4
35	Bowls, round 600ml, stainless steel	4
36	Gauze swabs 5 X 5cm in packets of 100	10 pkts
37	Gauze swabs 10 X 10cm in packets of 100	10 pkts*
38	Sterile gauze swabs 10 X 10cm in packets of 5	50 pkts*
39	Eye pads (sterile)	6 pkts*
40	Paraffin gauze dressing 10 X 10cm in tins of 36	3 tins*
41	Sanitary towels	200*
42	White cotton wool, rolls of 500gms	2 rolls*
43	Zinc oxide plaster 25cm X 0.9m roll	120 rolls*
44	Gauze bandage, 25mm X 9m	50*
45	Gauze bandage, 50mm X 9m	50*
46	Gauze bandage, 75mm x 9m	50*
47	Plaster of Paris bandages 3" X 3 yd, packs of 1 dozen	1 pkt*
48	Pneumatic splint sets, multipurpose	1 ea*
49	Safety pins, 400mm	500*
50	Hand towels	2*
51	Soap, cleansing	60 bars*
52	Nail brush, surgeons	5*
53	Health cards with plastic envelopes	10,000*
54	Plastic envelopes for drugs	10,000*
55	Plastic sheeting 910mm wide	2m
56	Apron, plastic	2
57	Tape measure 2m/6'	2
58	Weighing scale, adult 140kg X 100g	1
59	Weighing scale, infant 25kg X 20g	1
60	Height measuring board	1
61	Sterilizer dressing pressure type, 350 diameter X 380mm	1
62	Stove for 61, kerosene single burner pressure	1
63	Basic laboratory kit and spares	1
64	Filter, water candle aluminum, 9 litres	1
65	Clinitest tabs / Multistix	5 bottles*/5 bottles
66	Airway (children's set)	1

* Indicates Equipment May Need Replacing Every 3 Months

FIGURE-4
ESTIMATE OF NUMBERS OF COMMON SYMPTOMS/DISEASES AND TREATMENT

Symptoms	Possible percentage = numbers with symptoms	Persons-Treatments
0-14 years of age (5,000 persons)		
Respiratory	30% = 1,500	750 upper respiratory tract: 400 paracetamol tabs 350 acetylsalicylic tabs 750 lower respiratory tract 650 phenoxymethylpenicillin tabs 100 benzylpenicillin injections
Diarrhea	30% = 1,500	1,500 oral rehydration sachets
Malaria	15% = 750	550 chloroquine, pamaquine, quinacrine 200 chloroquine syrup
Helminths	20% = 1,000	250 piperazine syrup (under two years of age) 750 mebendazole tabs (over two years of age)
Skin; trauma	10% = 500	200 benzyl benzoate lotion 150 chlorhexidine solution 100 benzoic acid + salicylic acid cream 25 calamine lotion 25 gentian violet
Anaemia	10% = 500	500 ferrous salt + folic acid tabs
Eyes	10% = 500	500 tetracycline ointment 100 vitamin A caps (100,000 IU) 400 vitamin A caps (200,000 IU)
Ears	5% = 250	250 ampicillin suspension
15 years of age + (5,000 persons)		
Respiratory	20% = 1,000	700 upper respiratory tract acetylsalicylic acid tabs 300 lower respiratory tract tetracycline tabs
Musculo-skeletal	15% = 750	500 acetylsalicylic acid tabs 250 paracetamol tabs
Digestive	15% = 750	300 mebendazole tabs 250 aluminium hydroxide tabs 200 senna tabs
Diarrhea	10% = 500	500 oral rehydration sachets
Genito-urinary	15% = 750	375 sulfamethoxazole + trimethoprim tabs 375 procaine benzylpenicillin injections
Malaria (Chloroquine Resistant)	10% = 500 5% = 250	500 chloroquine tabs 250 Isoniazid (inh) 250 pyridoxine (vitamin B6)
Skin, trauma	5% = 250	125 benzyl benzoate lotion 50 neomycin & bacitracin ointment 25 calamine lotion 25 gentian violet 25 chlorhexidine
Anaemia	5% = 250	250 ferrous salt + folic acid tabs
Eyes	5% = 250	250 tetracycline ointment

APPENDIX E

PUBLIC AFFAIRS CONSIDERATIONS

1. General. This appendix contains **public affairs guidance**, a proposed concept of operations, taskings, and coordinating suggestions for public affairs during migrant camp operations.
2. Policy. DOD and JCS policies mandate cooperation with civilian news coverage of military operations. Public affairs activities should enhance the public knowledge of U. S. military and other U. S. government agency participation in any operation. Public affairs needs to be accurate, complete, timely, and to the maximum extent possible, consistent with operational security and personnel safety.
3. Assumptions
 - a. The JTF will have overall responsibility for the public affairs for the Department of State, Department of Defense, Department of Transportation, and Department of Justice and will be augmented by spokespersons to represent their respective missions.
 - b. The military erecting and managing a camp for migrants will attract significant media attention, especially during the first few weeks of the operation.
 - c. The DOD media pool usually will not deploy for the operation. Large groups of reporters, however, may visit camps periodically.
 - d. Upon arrival of the first migrants, USACOM and the local Joint Information Bureau will coordinate press coverage at the camps in accordance with the MOU between the U.S. and the host nation and in accordance with other directives.
 - e. USACOM will coordinate assistance in arranging commercial flights for the media and will coordinate with appropriate embassy or host nation government officials to allow media representatives to cover the operation.
 - f. Proposed announcements or response to media queries which go beyond existing public affairs guidance or previously announced use policy will be forwarded through USACOM to the Office of the Assistant Secretary of Defense for Public Affairs (OATSD(PA)) for interagency coordination and approval prior to being released.
4. Recommended Responsibilities of the JTF Commander.
 - a. Execute an active on-scene public affairs program throughout the entire operation.
 - b. Forward a daily summary of public affairs operations to USACOM with an

information copy to OATSD(PA) and other participating agencies.

c. If available and not competitive with commercial transportation, provide air and ground transportation to facilitate media access to story locations.

d. Coordinate with USACOM to authorize media embarkations on U.S. ships and aircraft participating in the operations. If required, provide logistics support for media representatives to include messing, billeting, transportation, and communications.

5. Coordination Between Components. Participating Public Affairs offices at all levels are authorized and encouraged to communicate directly with each other and with other military organizations. Such coordination should not be used in a situation where it would interfere with the responsibility and authority of a commander or disrupt the normal chain of command.

6. Coordination of Release of Information.

a. Security of all information is at the source. Individual members who participate in this operation and who consent to be interviewed by the news media will limit their responses to their first-hand experiences within the context of the operational mission and operational security, avoiding comment on political matters, the on-going situation, or speculation of future developments.

b. All media requests for interviews with JTF personnel will be authorized by the JIB Director and Commander concerned. All media interviews will be on the record.

c. The JTF Public Affairs Officer should prepare a public affairs handout for use by JTF personnel and the press corps covering the operation.

Annex 1 - Sample Public Affairs Handout for JTF Personnel.

Annex 2 - Sample Public Affairs Handout for the Press.

ANNEX 1

SAMPLE PUBLIC AFFAIRS INFORMATION HANDOUT FOR JTF PERSONNEL

1. General. This operation is a subject of great interest to the U. S. and around the world. The public will have a keen interest in the capabilities and performance of the military forces involved. The U. S. and international media will play an important role in keeping these important audiences informed. You may have the opportunity to talk to media representatives during this operation. Once operations begin, all participants should understand their rights and responsibilities when talking to a member of the press.
 - a. You do not have to talk to a member of the press. If you choose to talk to a member of the press, do not guess or speculate about issues out of your area of expertise.
 - b. Ensure the reporter is accompanied by an escort. If he/she is not, ask the reporter to accompany you to your command post where a public affairs representative will be contacted. In all cases be polite.
 - c. Discuss only those matters over which you have direct responsibility or personal knowledge.
 - d. Do not discuss political or foreign policy matters unless you have the authority to do so.
 - e. Do not answer speculative questions or render opinions on hypothetical ("what if") questions.
 - f. **Do not use the expression "no comment."** It makes you look guilty. Instead, use one of these phrases: "We do not comment on future operations." "That information is classified." "I am not qualified to talk about that."
 - g. Never lie to a news media representative. If you are unsure of the answer, you do not know the answer, or the answer is classified, say so.
 - h. Do not make "off the record" statements to reporters. If you do not want a statement reported in the news media, then do not say it within earshot of a reporter or recording device.
 - i. When responding to questions, particularly during on-camera briefings and interviews, ignore the camera and talk to the interviewers.
 - j. Be brief and concise. Use simple language, not military jargon.

k. Take time to formulate your answer before speaking. Questions need not be answered instantaneously.

l. If you accidentally say something inappropriate, say so, ask you interviewer to disregard and not use that information. Make sure the public affairs escort is aware of your concern.

m. Do not discuss classified information.

n. **Bottom Line: Say something positive.**

ANNEX 2

SAMPLE PUBLIC AFFAIRS HANDOUT FOR THE PRESS

Ground Rules for Media Coverage of the Migrant Processing Center (MPC)

During this operation, our aim is to provide the public with maximum possible information. Accordingly, the media will be provided reasonable and timely access to the operation, subject to operational, security, and appropriate legal considerations. However, situations may arise where movement of news media representatives will be restricted or when a media pool is necessary. These restrictions should be kept to a minimum and be included in writing to the reporters and journalists prior to arrival if possible or at least included in the media kit. News media representatives will be advised of these restrictions by the Joint Information Bureau (JIB) Director. All news media shall observe the ground rules. Failure to do so will be regarded as a basis for suspension or cancellation of invitation to cover the operation.

1. To protect the privacy of those involved in the processing at the MPC, direct media access to or **close-up video or still photographs of migrants** without their permission, in a manner that would permit their identification, is not authorized.
2. Close-up video or still photographs of migrants who have been "screened in" must be consensual. Minors may not be photographed without parents (or validated guardian) permission.
3. Close-up video and still photographs of the International Organization of Migration (IOM) interpreters in a manner that would permit their identification is not authorized. This consideration is for the safety and welfare of the interpreters and their families.
4. All interviews with the Joint Task Force personnel will be **ON THE RECORD**. Interviews with JTF members while they are actually engaged in processing is not authorized.
5. At the MPC, all news media representatives will be escorted by a member of the JIB or designated JIB representative during scheduled media availabilities.
6. All international news media representatives will have valid press credentials or possess a letter of intent, on company letterhead stationary, from an established affiliation assigning them to cover the operation.
7. Media representatives will not encourage or incite migrants to participate in violence or violent demonstrations, nor should they encourage demonstrations of any kind. Questions regarding demonstrations, hunger strikes, or protests may be asked of the migrants. However, reporters will not encourage, solicit, or incite demonstrations, protests, or violence. Reporters conducting such activities will be immediately removed from the camp(s) and barred from returning.

APPENDIX F

LEGAL CONSIDERATIONS

1. Planning Considerations

- a. Early Identification. The supported CINC or JTF Commander must identify the JTF Staff Judge Advocate (SJA) early in the planning phase of the operation.
- b. Funding. It is important for the JTF Commander to understand the statutory authority for the mission and appropriate funds to be expended in the construction and maintenance of the facilities. Certain funding authority may allow or limit the manner in which appropriate funds can be used -- such as whether or not construction can be authorized or if temporary shelters (tents) have to be used. In some cases, Foreign Military Sales (FMS) money might be used, and there are limits to what can be done with those funds. It is also important that JTF Commanders understand the importance of not mixing appropriated and non-appropriated funds. Understanding these issues can avoid difficulties with the General Accounting Office after the JTF has completed its mission.
- c. Consultation. The JTF Commander should consult with the JTF SJA on the following issues early in the planning phase:

(1) Location of Migrant Camp(s)

- (a) Existing Treaty Rights. The geographic location of the migrant camp is critical to the operation. There are agreements that the U.S. has with other countries that may establish the parameters of such an operation. At a minimum, the SJA should research the question and be prepared to brief the JTF Commander on what, if any, operations are allowed or constraints imposed because of the country or countries involved. In many cases, the U.S. may have existing agreements with the country(s) concerned, but these agreements may need to be modified to outline the specific authority and limits of U.S. actions.
- (b) Proposed/Existing Executive Agreements or Memorandums of Understanding (MOUs). Executive Agreements (which can look like treaties and which have the same effect) may need to be established if there are none existing with the country(s) in the geographic area of the JTF. The JTF SJA may become involved in negotiations of implementing arrangements, and will often be asked to sit on any committee for consultation which is established under a MOU. All implementing arrangements should be coordinated through the CINC's

Legal Advisor, as well as Department of State (DOS) channels. DOS has the responsibility to establish all agreements with host nations, as discussed below.

(c) Status of U.S. Forces. Consult a Department of State (DOS) publication called Treaties in Force immediately to determine if there is an existing treaty or status of forces agreement between the U.S. and the host nation. If there is no agreement, the DOS must become involved in establishing the status of U.S. forces, because they have the lead in establishing international executive agreements per DOD Directive 5530.3. Early decisions have to be made concerning the status of U.S. forces. This can go all the way from granting the forces full diplomatic immunity to host nation laws to a NATO-SOFA style immunity for official duty activity. To make this determination, the DOS will have to be involved. There may be precedent already set for the CINC's area of responsibility (AOR) in which the JTF will operate. The general philosophy about transiting military forces (from the time of Roman law) is that they have, traditionally, been allowed to police themselves and avoid being subject to host nation jurisdiction. We should be prepared to make this argument if we have to develop a new status of forces agreement - using the analogy of transiting forces.

(d) Presidential Executive Orders. Existing orders may be relevant and applicable to the situation. The SJA should research them for applicability. For example, Executive Order (EO) 12324, as modified by EO and Presidential Proclamations, regulates "High Seas Interdiction of Illegal Aliens."

(e) Country Law Studies. Country law studies need to be obtained, if available, for the area and for the countries involved. These are critical in determining legal rights and conditions for local nationals with whom the JTF will deal (i.e., contractors and local hires). These studies will also allow the JTF to determine the sociological conditions on the ground concerning the migrants.

- 1 Dept. of State. DOS publishes a series of Country Studies, which include statements about the law of a country, along with its political and sociological conditions, its climate, its history, etc. These are invaluable and can be obtained through DOS.

- 2 Dept. of Defense. DOD publishes Country Law Studies that are done by individual commands responsible for areas of the world. These are updated periodically (usually yearly) and are a good source of information on the legal systems of countries

with whom the U.S. armed forces deal.

(f) DOD Foreign Clearance Guide (FCG). The SJA needs to consult this to determine country/area entry requirements for the members of the JTF. The FCG will explain how exceptions can be obtained for area/country clearance minimum time requirements. It also gives such information as inoculations required, description of local customs, currency involved, etc.

(g) Impact of U.S. Domestic Law. The SJA should consult Executive Orders and the Immigration and Naturalizations Act (INA) for application of U.S. immigration laws to migrant camp operations. Immigration and Naturalization Service (INS) agents and the INS General Counsel may be contacted for current policy regarding "asylum," "refugee status," and reunification of families. There is currently no extra-territorial application of the INA; but the landing of a migrant on U.S. territory will activate provisions of the act. In addition, depending on the location of the migrant camp, the impact of "special territorial and maritime jurisdiction of the U.S.," under 18 U.S.C. 7, should be considered for the application of all U.S. criminal and civil laws. See HCC v. Sales, 823 F. Supp 1023, (E.D. N.Y. 1993).

(h) Impact of International and Host Nation Law. The international protocol "Relating to the Status of Refugees," dated 31 Jan 1967, at UST 6223 or TIAS 6577, provides some guidance as to the proper treatment of refugees. Any MOU with the United Nations High Commissioner for Refugees (UNHCR) should also provide standards for camp conditions and processing. The U.N. Charter, the International Declaration of Human Rights, and the Geneva Conventions regarding the Protection of Civilians may also provide some useful analogous standards for application in the migrant camp environment. The JTF SJA should include all of these documents in the deployment library. Host nation law may also be applied to refugees in distant safe havens, especially when so agreed in a MOU or other international agreement.

(i) Nationality of Migrants. The SJA should examine country to country agreements and check treaties in force to determine legal rights of the migrants. The nationality of individual migrants may be relevant and impact U.S. and host nation immigration law. Immigrant or refugee status under host nation law will be a key element in negotiating status and processing procedures with the host nation. For example, babies born in the host nation may become citizens of that country.

(2) Military Justice Jurisdiction over JTF Personnel

(a) "Purple" or Component GCM Jurisdiction. Joint force commanders may convene courts-martial for the trial of members of another armed Service only when specifically empowered to do so by the President or the Secretary of Defense, and only after case-by-case coordination through Service channels with the CINC's Legal Advisor. As a practical matter, joint courts-martial jurisdiction has not been exercised for any JTF to date. This is generally due to the short duration of JTF's and the disparity between Service disciplinary regulations.

(b) Publication of Required Orders. Component Commanders may be appointed by the JTF Commander under existing Service regulations and Joint Pub 0-2. As a matter of policy, non-judicial punishment, under the provisions of Article 15, UCMJ, should not be imposed by a joint force commander or by a commander of one Service upon a member of another Service. Requests for exceptions to policy should be forwarded to the CINC's Legal Advisor. The JTF SJA should coordinate with the J1 for promulgation of required orders.

(c) Assignments. Personnel of a JTF must be assigned to a "unit with a commander for purposes of UCMJ jurisdiction." The most efficient method for disposition of offenses is to exercise the inherent authority of Service specific commanders who are part of the JTF. Another option is to attach an individual to the nearest Service-specific installation or unit.

(3) Logistical Considerations/Contract Concerns

(a) Request for Exception Authority from DOD. U.S. government requirements for establishing contracts under authority of DOD use of appropriated funds include required clauses that may be considered unlawful, insulting, or simply irrelevant to other countries with whom the JTF must contract for services. There is authority at the Secretary of Defense level that should be sought for the use of **non-standard** U.S. government contract authority. This avoids embarrassing and time-consuming negotiations and allows the JTF to buy what is needed immediately -- if local contracting authorities understand the local customs and conditions which are found in the Country Law Studies.

1 Write Non-Standard U.S. Government Contracts. Non-Standard USG contracts can be prepared if permission is obtained beforehand through the General Counsel of the Service concerned.

2 Justification for Non-competition. Justifications for Sole-

Sourcing of contract requirements may have to be obtained before the fact to make purchases as soon as the JTF arrives in its JOA.

(b) Waivers

1 Contract Time Limits. Consult the most recent edition of "Contracting in Support of Contingencies" available through the CINC SJA or J8 (Comptroller).

2 Leasing Authority on Real Property Issues. Consideration should be given to the possibility of having to lease real property for the establishment of the camp. This may mean leasing of a hotel, other building, or open land for use as a camp. Also, consultation with the Army Corps of Engineers may be appropriate on this issue.

3 Funding Authority/Warrant Limits. Contracting officers' purchasing authority is limited to the scope of their warrant. A contracting officer establishing a camp or a JTF Headquarters should have a warrant sufficiently high enough to procure whatever is needed locally, including fresh food, rental cars, living space, POL, local medical supplies, ADP equipment, etc.

(4) Claims

(a) International claims are a subject of negotiation between the host nation and the U.S. Government. Provisions of the MOU, other treaties, or international agreements will govern the disposition of country-to-country claims, as well as many individual claims by foreign nationals. In most cases, the U.S. Government will be immune from suit under host nation law. Individual immunity will depend on the status of forces, discussed above.

(b) Individual claims against the U.S. Government should be referred to the single Service claims authority established by DOD Directive 5515.8. The CINC may assign interim responsibility for resolving claims in countries where such assignment has not been made under the directive.

2. Responsibilities

a. Once in theater, the SJA, following the **guidance** of the supported CINC and the JTF Commander, needs, as a minimum, to establish the following:

(1) Rules of Engagement (ROE). The ROE for the JTF and security forces for the camps must be discussed and decided-on based on a number of factors. ROE will set forth procedures for the applicability and use of deadly force to protect the JTF personnel and to maintain order and security in the migrant camps. External security ROE will be governed by JCS Peacetime ROE, as modified for the operation. Internal security ROE are based on civil disturbance and peacetime guard force limitations on the use of force. See Annex 1 for a sample of ROE for migrant camp operations.

(2) Camp Commander's Authority to Address Migrant Misconduct.

Establishment of segregation camps to remove minor offenders from the general camp population must be considered as an administrative, not punitive, device. Inherent authority of commanders can be used to maintain law and order and to safeguard the health and welfare of the camp; but major offenses would have to be handled in a number of different ways -- based on the location of the JTF/Camps. If a camp is located within a defined country, anyone not covered by a status of forces agreement who commits an offense violates the domestic law of the host nation. Investigation of such offense would probably be conducted by the accompanying Service investigative activity tasked to support the JTF/Camps, but referral and prosecution would have to be by host nation authorities. Special territorial and maritime jurisdiction, under 10 U.S.C. 7, should be considered for its application to the migrant camp and U.S. flag vessels and aircraft. U.S. Attorney prosecution of serious offenses under applicable U.S. law should be coordinated through the CINC and DOD to the Department of Justice. See Annex 2 for a sample Administrative Segregation Policy.

(3) Migrant Fraternization Policy. A policy is required which defines the limits of any fraternization between the JTF members and the migrant population. This should be based on common sense measures -- such as "no sex" and other policy considerations based on the differences of the cultures involved, the reasons for the establishment of the humanitarian operation, etc. See Annex 3 for a sample Migrant Fraternization Policy.

(4) Policy Considerations on Migrant Remains. Policies set in place for handling the disposal of remains of those who may die in the camps requires consideration of host nation local laws and customs. The UNHCR Handbook establishes baseline duties.

b. Relations with Interagency/Relief Agencies. Migrant camp operations by their very nature will require the intervention of non-DOD agencies. Because of the legal considerations involved and the status of the migrants, the SJA will likely become a primary command representative interfacing with interagency and international relief agencies. See Appendix A, Civil-Military Operations, for more information

concerning this subject.

c. Other Migrant Issues. Other issues that may affect the JTF are as follows:

- (1) Issuance of birth certificates for children born to migrant parents outside U.S. territory. See sample policy and certificate at Annex 4 to this Appendix.
- (2) Solicitations (fund raising) for humanitarian relief by all JTF personnel. See sample policy at Annex 5 to this Appendix.

Annexes

Annex 1 - Rules of Engagement (Sample)

Annex 2 - Administrative Segregation Policy (Sample)

Annex 3 - Migrant Fraternization Policy (Sample)

Annex 4 - Issuance of Migrant Birth Certificates Policy (Sample)

Annex 5 - Solicitation for Humanitarian Relief Policy (Sample)

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ANNEX 1 TO APPENDIX F

RULES OF ENGAGEMENT (SAMPLE)

The following is a sample rules of engagement used by JTF 160 during operations of Haitian migrant camps in 1994. (Supplemental ROE approved in June of 1994 covering detention and search of migrant's/refugee's person and property is not included the sample ROE below.)

HEADQUARTERS
JOINT TASK FORCE 160
CAMP LEJEUNE, NC
11 FEBRUARY 1994

APPENDIX 8 TO ANNEX C TO JTF 160 OPLAN 1-94 **RULES OF ENGAGEMENT FOR JTF 160 SECURITY FORCES**

Reference: (a) USCINCLANT OPORD 2000-90, Appendix 8 to Annex C (Rules of Engagement)

1. General

- a. Nothing in these rules infringes upon the inherent right to use reasonably necessary force to defend yourself or others against violent or dangerous personal attack.
- b. The rules of engagement (ROE) are intended to prevent the indiscriminate use of force or other violations of law or regulations.
- c. Commanders will ensure that all personnel know and understand these rules as they pertain to the performance of their duties.
- d. Commanders must also take all measures necessary to reduce the likelihood of fratricide when deadly force is employed.
- e. Warning shots are not authorized. Do not fire warning shots. Any shots fired will meet the requirements for use of deadly force listed in paragraphs 2 (c) and (d) below.

2. Rules of Engagement (ROE) for Camp Operation

- a. Minimum Force Necessary. Use only the minimum force required to accomplish the mission.
- b. Non-Deadly Force. Use non-deadly force to control disturbances, prevent crimes ,

and to detain persons who have committed crimes. Use the following increasing levels of force as a guideline:

- (1) Verbal order to stop, disperse, and return to billets or assembly area.
- (2) Physical restraint or apprehension of individuals.
- (3) Show of force, including use of military working dog teams.
- (4) High-pressure water hoses.
- (5) Other reasonable, necessary, and appropriate use of force.
- (6) Riot control agents, if authorized by Commander JTF 160. (Prior to CJTF-160 authorizing use, National Command Authority (NCA) must delegate approval through CINCUSACOM to CJTF-160.)

c. Requirements for Use of Deadly Force. Use deadly force only when all of the following conditions exist:

- (1) Lesser means have not worked or will not work, and
- (2) Use will not significantly increase the risk of death or serious bodily harm to innocent persons, and
- (3) You are protecting yourself or another person from deadly force or the imminent threat of deadly force.
- (4) Right to self defense is overriding.

d. Deadly Force Special Instructions. These rules apply to situations involving use of deadly force:

- (1) When possible, warn the individual or group to stop/halt and that you are about to use deadly force.
- (2) Fire only at the individuals committing the hostile act or hostile intent.
- (3) Loading of weapons is a personal responsibility of officers and leaders. They will exercise strong command supervision to avoid routine, premature, or blanket weapons loading procedures.
- (4) You may not use deadly force against looters, trouble makers, or other criminals who do not present an actual or imminent threat to use deadly force

themselves.

(5) Do not use weapons in an automatic firing mode, except as directed by the Commander JTF 160.

(6) Units will not deploy with crew served weapons during civil disturbances.

(7) M203/M79/Grenade Launchers. Grenade launchers may only be used with the M65ICS cartridges. Due to the incendiary nature of this RCA munitions, it will not be fired over crowds. It will only be fired under the control of a commissioned officer. [If authorized for employment by NCA.]

(8) Shotguns. Only the Commander JTF 160 may order that security force personnel be armed with shotguns.

(9) Arming/Equipping Troops. To ensure that minimum necessary force is used to accomplish the mission, the Commander JTF 160 or his designated representative will designate the arms and equipment that soldiers carry during civil disturbances operations. Use the following level designations to ensure clarity and brevity in arming level orders:

LEVEL	RIFLES	BAYONET	AMMUNITION/ MAGAZINE	CHAMBER
I*	At sling	in scabbard	in ammo pouch	Empty
II*	At port	in scabbard	in ammo pouch	Empty
III	At port	Fixed**	in ammo pouch	Empty
IV	At port	Fixed**	in weapon	Empty
V	At port	Fixed**	in weapon	Round

*Commanders should consider arming personnel with batons in lieu of rifles.

**Fixed bayonets are useful in show of force actions. However, due to the danger of accidental injury, they should not be fixed when confronting non-violent crowds.

e. Special orders. Commanders will ensure that all personnel clearly understand the special orders in Tabs A through E. These rules describe in general terms the manner in which they must conduct themselves during migrant camp security operations.

f. Coordination Instructions

(1) Commanders will ensure that all personnel are briefed as to:

(a) The background situation and the specific mission of the unit.

- (b) ROE governing the unit's specific situation.
- (c) A psychological orientation on the local situation, specifically addressing types of abuse which military personnel may be expected to receive and the proper response to these types of abuse.
- (d) Identification of other elements involved in the operation, to include their uniforms, location, and missions.
- (e) The special orders at Tabs A through E.
- (f) The requirement to immediately report violations of these rules as discussed below.
- (g) The fact that they will be filmed during the operation by military and/or civilian camera teams and civilian news services.

(2) Subordinate commanders will not supplement these ROE. Commanders may address requests for supplements of ROE through JTF 160, ATTN: Staff Judge Advocate.

(3) Definitions

- (a) Deadly Force. Force that is reasonably likely to result in death or serious bodily harm. Attacks with an edged weapon or use of a firearm are both examples of the uses of deadly force.
- (b) Hostile Act. An attack or other use of deadly force against any person.
- (c) Hostile Intent. The threat of the imminent use of deadly force by any person against any other person.

(4) ROE/Legal Violations. JTF 160 personnel will immediately report any violation or suspected violation of these rules or of the laws governing civil disturbances and disaster relief. They will report this through the chain of command or the senior person present.

TABS:

- A-Special Orders for all Personnel
- B-Special Orders for Skirmish Personnel
- C-Special Orders for-Snatch Team Personnel
- D-Special Orders for Blocking and Reinforcing Force
- E-Facilities Where Deadly Force is Authorized

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TAB A TO APPENDIX 8 TO ANNEX C TO JTF 160 OPLAN 1-94 (U]
SPECIAL ORDERS FOR ALL PERSONNEL

1. HAITIANS ARE NOT EPW's. Treat them humanely, with dignity and respect.
2. Do not discuss operational matters in the camp.
3. Use only the minimum force necessary.
4. When necessary, use these non-deadly force measures as a guideline.
 - a. Verbal order to halt, disperse, and return to billets.
 - b. Physically restrain individuals.
 - c. Call your superiors.
5. Only insert magazines, place ammo in feed mechanism, or chamber rounds if:
 - a. Ordered by an officer or leader.
 - b. Deadly force requirements in Rule 6 are set.
6. Use deadly force when all the following conditions exist:
 - a. Lesser means have not worked or will not work.
 - b. Use will not significantly increase the risk of death or serious bodily harm to innocent persons.
 - c. You are protecting yourself or another person from deadly force or imminent threat of deadly force.
7. Do not use deadly force against Haitians who are merely escaping .
8. Do not fire warning shots.

TAB B APPENDIX 8 ANNEX C TO JTF 160 OPLAN 194
SPECIAL ORDERS FOR SKIRMISH LINE PERSONNEL

1. Special Orders in TAB A Apply to all personnel. In addition, skirmish line personnel will comply with the following:
 - a. On command, move on line and reform the line after each disruption or obstacle crossing. As necessary, modify these instructions for stationary line operations.
 - b. Slow-movers. If you encounter migrants who are slow to move but not resisting, help them to their feet and encourage them to move in the direction of march. If they do not move of their own accord, then treat them as non-violent subjects.
 - c. Non-Violent Sitters. If subjects refuse to move or are too slow to encourage forward, use minimum necessary, but firm physical force, to sit them down and cuff them. Turn them over to the snatch team.
 - d. Violent Resisters. Control violent resisters quickly, firmly, and with minimum necessary force. Two MPs will subdue each subject and place them prone, face down. Snatch teams will assist in cuffing and announce "clear" signalling MPs to move back into position to minimize disruption to the skirmish line.
 - e. Teasers Forward of the Line. Subjects who use force on the skirmish line and remain out of reach of skirmishers will be identified to snatch teams. Snatch team will execute forward snatches through skirmishers. Skirmishers will safeguard the breakpoint and assist snatch team in pulling teaser back through the line.
 - f. Small Rushes on the Line. If stall groups rush the line attempt to push them off using the shields. If large groups rush the line, use the shields. If necessary, escalate to batons.
 - g. Large Rushes on the Line. If large groups actively rush the line, use shields and batons. Do not leave the line, even if a migrant breaks through. Allow the snatch teams to handle individual break-throughs.
 - h. Screening Migrants Out of Encircled Groups. Designated MPs will execute an "open point." Once the open point is designated, the two MPs on either side will wheel back to create a funnel and opening large enough for one person to walk through. A blocking man will position himself to block the opening. He will hold his

shield using his right arm. Snatch team personnel will position themselves behind the blocking man to assume control of the migrants as they come through. The blocking man will allow one migrant at time to pass him to his right side. He will close the point by closing his shield against the shield to his right.

2. In case of a rush on the open point, the blocking man or other leader will give the command "close point." The blocking man will push forward with the help of snatch team personnel. The other four MPs will guide on his movement and move forward to straighten the line. Snatch team will assume control of fallen migrants as the point moves over them.

TAB C TO APPENDIX 8 TO ANNEX C TO JTF 160 OPLAN 1-94
SPECIAL ORDERS FOR SNATCH TEAM PERSONNEL

1. Use these instructions for supporting either stationary or moving skirmish lines.
 - a. Slow-Mover. If the skirmish line encounters migrants who are slow to move but not resisting, observe each slow mover and be prepared to treat them as non-violent sitters.
 - b. Non-Violent Sitters. If subjects refuse to move or are too slow to encourage forward, skirmish line will use minimum necessary but firm physical force, to sit them down and cuff them. Snatch team will assume control of non-violent sitters. Place engineer tape on their arms to identify them as non-violent sitters. Two team members will firmly, but gently, pick up the sitter and carry him to the designated collection point. The third man will pick up any dropped items and supervise the transport.
 - c. Violent Resisters. Skirmish line will control violent resisters quickly, firmly, and with minimum necessary force. Two MPs will subdue each subject and ground him. Snatch team will assist in cuffing. Once this is accomplished and at least one snatch team member is physically on the resister, team leader announces "clear" to signal skirmish line MPs that they can move back to their positions in the line. The three team members will then carry the subject to the collection point.
 - d. Teasers Forward of the Line. Subjects who use force on the skirmish line and remain out of reach of skirmishers will be identified to snatch teams. Snatch teams will execute forward snatches through skirmishers. Team leader will identify the teaser to the snatch team and align on the break point. Before he breaks through he will warn the skirmishers. He will give a short count and break through to grab the teaser. The other two team members will follow in file and breaking left and right. Pull the subject within reach of the skirmish line who will then help in subduing subject using the "violent resisters" procedure. Skirmishers will safeguard the breakguard and assist the snatch team in pulling the teaser back through the line. Snatch team will then carry the subject to the collection point.
 - e. Small Rushes on the Line. If small groups rush the line, the skirmishers will attempt to push them off using the shields. Align on the point to help reinforce and catch break through migrants. Treat them as violent resisters.
 - f. Large Rushes on the Line. If large groups rush the line, the skirmish line will use

shields and batons. Align on break points and subdue migrants who break through. Treat them as violent resistors.

g. Supporting Screening of Migrants from Encircled Grounds

(1) Conduct frisking of migrants moving to final compounds.

(2) Designated MPs will execute an "open point." Once the opening point is designated, the two MPs on either side will wheel back to create a funnel and opening large enough for one person to walk through. A blocking man will position himself to block the opening. He will hold his shield using his right arm. Snatch team personnel will position themselves behind the blocking man to assume control of the migrants as they come through. The blocking man will allow one migrant at a time to pass him to his right side. He will close the point by closing his shield against the shield to his right.

(3) In case of a rush on the open point, the blocking man or other leader will give the command "close point." The other four MPs will guide on him movement and move forward to straighten the line. Use batons below the shield to encourage the crowd to move back. Snatch team will be prepared to assume control of fallen migrants as the point moves over them.

(4) Treat fallen migrants as nonviolent unless they resist. Treat break-through migrants as violent.

(5) Two men will conduct a pat down search of each migrant. After the migrant is cleared, team supervisor will direct migrants back towards tents and maintain rear security for the snatch teams.

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TAB D TO APPENDIX 8 TO ANNEX C TO JTF 160 OPLAN 1-94
SPECIAL ORDERS FOR BLOCKING AND REINFORCING FORCE

1. Special orders in Tab A applies to all personnel. In addition, blocking/reinforcing force personnel will comply with the following:
 - a. Observe progress of MP skirmish line and be prepared to react to migrants who run for the flanks.
 - b. Teasers Forward of the Line. Subjects who use force on the security line and remain out of reach of security personnel will be identified and photographed. If possible, snatch teams from inside the wire will secure teasers.
 - c. Small Rushes on the Line. If small groups rush the security line, attempt to push them off using shields or push them back with the flat of the M-16. If necessary, escalate to using the slash or buttstroke to the body. Do not use the thrust or the slash unless you need to use deadly force.
 - d. Large Rushes on the Line. If large groups rush the security lines use shields and batons and rifle/bayonet drill. Do not use the thrust or the slash unless you need to use deadly force.
 - e. Provide Security Against Break-out. If migrants breach the wire treat them as violent resisters. Designated personnel will control violent resisters quickly, firmly, and with minimum necessary force. Others will assist in cuffing. Carry the subject to the collection point.

HEADQUARTERS
JOINT TASK FORCE 160
CAMP LEJEUNE, NC
11 FEBRUARY 1994

TAB E TO APPENDIX 8 TO ANNEX C TO JTF 160 OPLAN 1-94
FACILITIES WHERE DEADLY FORCE IS AUTHORIZED

References: (a) DOD Directive 5210.56, 10 May 1969, with changes 2 (11/27/74).
(b) DOD OPLAN Garden Plot.
(c) COMNAVBASE GTMO instruction 3460.2A.

1. Commander, NAVBASE GTMO, is authorized to direct that deadly force be used in the defense of the following facilities. This authority is in addition to the provisions discussed in the basic plan regarding use of deadly force to protect life:

- a. All of the facilities listed below are, for purpose of reference (a), not included in the civil disturbance objective area.
- b. Protect all other property using non deadly force.

2. National Security Facilities. Deadly force may be used to protect the following listed facilities designated as vital to national security and the fulfillment of the defense mission by the Commander, NAVBASE, GTMO.

- a. The Naval Security Group Activity (NSGA).
- b. The Anti Air Warfare Center (AAWC).
- c. Water Desalinization Plant.
- d. Power Plant.

3. Vessels Moored or Anchored at NAVBASE GTMO. DOD and DOT vessels may employ deadly force as prescribed by their standing operating procedures and service directives to repel boarders.

4. Commander, NAVBASE GTMO, may direct that deadly force be used to prevent the actual theft or sabotage of property that is inherently dangerous to others. For purposes of this authority, military aircraft, weapons systems and subcomponents, Class III and Class V supplies, and special purpose equipment involved in the handling of Class III and Class V supplies are inherently dangerous to others.

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ANNEX 2 TO APPENDIX F

ADMINISTRATIVE SEGREGATION POLICY (SAMPLE)

The following is an administrative segregation policy used by JTF 160 during operations of Haitian migrant camps in 1994.

JOINT TASK FORCE 160
DETACHMENT DELTA
& UNIT 82266
FPO AE 09509-9280

Sep 94

From: Commander, Joint Task Force 160
To: Commander, Joint Task Group Bulkely
Commander, Joint Task Group McCalla

Subj: ADMINISTRATIVE SEGREGATION POLICY AND PROCEDURE

1. Purpose. To establish procedures for placing migrants in administrative segregation, to include the types of segregation imposed, and reasons for segregation as well as procedures in the Administrative Segregation Facility (ASF). This SOP sets forth procedures for the administrative segregation of migrants at Guantanamo Bay Naval Station (GTMO). While the measures set forth herein are not required by law, they will serve the interests of justice by establishing fair and practical administrative procedures. This is an interim SOP and will be reviewed by the JTF commander at 90-day intervals, and amended as required by developing operational imperatives.
2. Applicability. This SOP is issued by the JTF 160 Commander and applies to migrant operations at both JTG McCalla and at JTG Bulkely. These procedures do not apply in cases where migrants are referred for criminal prosecution to the office of the U.S. Attorney. These procedures may be suspended in the event of large scale disturbances within the camps.
3. Mission. To ensure a safe and secure camp environment for the resident migrant population, and to protect the safety of JTF personnel working within the camps, by identifying and removing from the general population individuals shown to be a threat to good order and discipline.
4. Intent. The segregation facilities will be used as a means of securing and safeguarding migrants who have been identified as a threat to good order and discipline within the camps. Segregation will be administrative only. It is not intended for punishment, and all migrants placed in the Segregation Facility will be treated humanely. It is strictly used for the protection of migrants and JTF personnel only.

5. Reasons for segregation include, but are not limited to:

- a. Demonstrating violent behavior that endangers the safety of other migrants or JTF personnel working in the area.
- b. Repeated demonstrations of minor disruptive behavior that threaten good order, discipline, public health, or safety of other migrants or JTF personnel in the area.
- c. Posing a direct threat to good order and discipline, or the safety of other migrants or JTF personnel in the area.

6. Responsibilities.

- a. JTF 160 Commander: Acts as final appeal authority for segregated migrants.
- b. JTG-McCalla/JTG-Bulkely Cdr.
 - (1) Specifies command relationships and support responsibilities among respective JTG elements.
 - (2) Authority to segregate/extend migrants indefinitely.
 - (3) Reviews all segregations ordered by the battalion commander.
- c. Battalion Commanders.
 - (1) Review all segregations ordered by the camp commanders.
 - (2) Provide security personnel adequate to maintain positive control over segregated migrants.
 - (3) Provide necessary training to security personnel assigned to the segregation facility.
 - (4) Provide and train a quick reaction force with sufficient personnel to quell a disturbance within the segregation facility once ordered by JTG Cdr.
 - (5) Authority to segregate/extend migrants for up to 30 days.
 - (6) Authority to release migrants within 30 days.
- d. Battalion S2s
 - (1) Provide debrief expertise and intelligence compilation to enhance force

protection measures.

(2) Provides linguistic support for segregation facility.

(3) Provides other support as needed or directed by Battalion Commanders.

e. Battalion S3s. Negotiates and prepares Memorandum of Understanding between JTG and NAVBASE outlining coordination of detention policies as required.

f. Battalion S4s. Provide logistical support for segregated migrants and JTG personnel assigned to the segregation facilities.

g. JTF 160 Staff Judge Advocate. Reviews procedures and activities at the Segregation Facilities to determine compliance with the applicable statutes and military regulations.

h. Camp Commanders

(1) Authority to segregate migrants for up to 7 days.

(2) Required to hold "in person" hearing with any migrant ordered into administrative segregation.

(3) Authority to release migrants within 7 days.

(4) Submit extension request at enclosure (1) to extend migrants beyond limits of authority.

(5) Submit the documentation for administrative segregation to include Administrative Segregation Order (ASO), encl. (2); DA Form 3975 Military Police Report (MPR), encl. (3); and DA Form 2823 Sworn Statement, encl. (4).

(6) Maintain a current roster and recommendation for early release of all migrants using the form at enclosure (5). Submit to Battalion S3 NLT 2300 hrs daily. Roster data should include date of entry into segregation, projected release date, and status of any pending appeals.

i. OIC, Medical Detachment

(1) Provides medical support to migrants detained in the segregation facilities, making daily checks of each migrant to include sick call procedures.

(2) Provides emergency medical care to migrants and JTF personnel as needed.

(3) Ensures medications are prescribed as needed and proper instructions are given for administering them.

j. Sergeant of the Guard (SOG), Segregation Facility

- (1) Supervises all JTG personnel assigned to the segregation facility.
- (2) Maintains a staff duty journal outlining activities at the segregation facility.
- (3) Reports all credible incidents to Battalion Cdr.
- (4) Maintains a manning board recording all segregated.

7. Procedures.

a. Security Staffing

- (1) Due to the need for segregation, a greater ratio of security forces to migrants may be necessary.
- (2) At a minimum, one SOG and two security forces personnel will be on duty at all times.
- (3) Manpower increases/decreases may be authorized by Battalion Cdr as necessary or appropriate.
- (4) At a minimum, one linguist will be on duty within the camp boundaries at all times.
- (5) One female from the security forces will be on call whenever a female is placed in the segregation facility. Response time is no more than 30 minutes.
- (6) Total control of migrant movement will be maintained while in the segregation facility. Migrants will be escorted to showers and to medical appointments.
- (7) A minimum of two security force personnel will enter the segregation buildings when necessary to do so.

b. Incoming Migrant Processing

- (1) When it has been determined by the proper authority, following the procedures prescribed in paragraph 8 below, that a period of segregation is justified, the subject migrant will be informed by the camp commander, or his

designee, of the intent to segregate him/her, the reason for the segregation, and how long he/ she will remain in segregation.

(2) The migrant will be escorted by security force personnel to his/her tent where personal belongings will be inventoried, bagged, marked and taken for safekeeping. The migrant will be assured of the safety of his/her belongings, and will be given a receipt for any items stored by forces.

(3) Escort will retain all items needed for hygiene and any medications that are prescribed for the migrant.

(4) Segregation facility will be contacted and informed of the number of migrants enroute, reason for segregation and current disposition (combative, subdued, etc.).

(5) Migrant will be frisk searched and transported utilizing adequate security personnel to maintain positive control. If security forces have probable cause to believe a segregated migrant is a danger to himself or others, the camp commander may authorize a strip search. A female from the security forces will be present to search and transport segregated females. Any weapons or contraband will be seized destroyed. Response time is no more than 30 minutes.

(6) The detention area will be searched for any potential weapons and the migrant will be placed inside, females separate from males. The SOG will ensure they maintain the 2 man rule when entering the Segregation Facility.

(7) Security Force Ops will be notified so that migrant accountability can be updated.

(8) SOG will log migrant in staff journal and manning board by name and DMPITS number.

c. Migrant Accountability

(1) A face to face head-count will be conducted twice daily, at 0600 hrs and 1800 hrs by the SOG.

(2) Accountability will be annotated in the staff journal and Security Force Ops will be updated.

d. Messing Procedures:

(1) SOG will ensure all migrants and security forces are fed three times daily.

(2) Migrants will be asked if they wish to eat. SOG will then request meals (hot or MRE). If a migrant refuses to eat, an entry will be annotated in the daily staff journal.

(3) Migrants will only be given plastic silverware to eat with, which will be collected and counted after each meal. If any silverware is missing a shakedown will be immediately conducted and results recorded in the staff journal and reported to the OIC, Security Forces.

e. Shower Procedures

(1) Migrants will be given the opportunity to shower once daily.

(2) Only one migrant will shower at a time, and all migrants must shower during the prescribed times. SOG has authority to extend shower hours based on need.

(3) Migrants identified as escape risk or combative will be escorted to the shower in leg irons.

f. Medical Support. Medical detachment will conduct medical activities daily in support of migrant health and welfare.

g. Disciplinary Procedures within the ASF

(1) Any migrant who is deemed disruptive or a danger to himself or others by the SOG will be restrained, using the minimum amount of force necessary. Unless emergent circumstances require immediate action, the approval of the JTG Cdr will be obtained before segregated migrants are restrained. Procedures for restraint are:

(a) The migrant will be told to stand with his/her face against the far wall, or fence; hands, fingers and legs outstretched.

(b) If migrant refuses, a show-of-force of sufficient security personnel equipped with riot gear may be assembled to persuade the migrant to comply.

(c) If migrant continues to refuse, the security force personnel will conduct a forced-cell type of movement to restrain him/her and place the migrant in restraints using minimum amount of force necessary.

(d) Once restrained, the migrant will be placed in a segregation cell.

(e) If in a segregation common area, the belligerent migrant will be isolated by removing all uninvolved migrants from the area and securing them in a safe area. All other migrants will be secured in their assigned buildings until the situation is resolved.

(2) A minimum of three security personnel will be used to restrain disciplinary problems to preclude unnecessary injury to the migrant or security force.

(3) Migrants with disciplinary problems will be placed in a detention cell until the Battalion Cdr or SOG deems they no longer pose a threat to themselves or other personnel.

(4) Once inside the cell, the restraints will be removed unless ordered to remain by the Battalion Cdr.

(5) All security problems will be reported to the SOG and annotated in the daily staff journal.

h. Visitation Procedures

(1) Visitation for migrants will be outside the Segregation Facility in the designated visitation area. All visitations will be coordinated via chain-of-command to the Segregation Facility OIC/NCOIC. The following personnel are authorized to visit migrants in the Segregation Facility:

(a) Camp Presidents/Tent Leaders

(b) Spouses (legal or common)

(c) Offspring and siblings

(d) Parent(s)

(2) Visitation times will be from 0900-1100, 1300-1600, and 1800-2000. Each visit will last 2 hours daily-- not to exceed twice a week.

(3) Migrants will be searched before and after the visit. The visitation area will be searched once visitors leave. Migrants will be allowed to embrace, but will not indulge in any type of sexual activity. Holding hands is authorized as long as hands are visible at all times.

(4) All visits will be logged in the daily staff journal maintained at the Segregation Facility. Migrants are not allowed to exchange items. Any outbursts or violations of rules may result in termination of the visit.

8. Notice and hearing procedures

a. The authority to segregate a migrant is vested in the following list using the format at enclosure 3:

- (1) Camp Commander up to 7 days.
- (2) Battalion Cdr up to 30 days.
- (3) JTG McCalla/JTG Bulkely CDR can extend indefinitely.
- (4) JTF 160 CG, final appeal authority.

b. Probable cause determination. When a migrant is identified by internal security forces as requiring removal from the camp population and possible segregation, the migrant will be escorted to the camp operations center for a meeting with the camp OIC. The OIC will consider the oral or written report of his/her security personnel. A linguist will be present and the migrant will be informed of his/her violation and evidence against him. The migrant will also be supplied with a written explanation of the segregation procedures and his/her appeal rights thereunder (encl. 6). The OIC will listen to any explanation offered by the migrant. If the migrant can identify witnesses in support of his/her explanation, the OIC should include the names and locations of these witnesses in his/her written report. If the OIC determines that there is not probable cause to believe that the migrant is a present risk to good order and discipline, the OIC will order the migrant returned to the general population. If, however, the OIC determines that there is probable cause to believe that immediately returning the migrant to the camp will pose a risk to orderly camp operations, he/she will inform the migrant that he/she is being placed in temporary segregation within the camp pending a hearing with the camp commander; and that the hearing will be held within the next twenty-four (24) hours.

c. Hearings. Usually within twenty-four (24) hours the camp commander, or his/her designated command representative, will meet with the migrant and conduct a hearing into the alleged misconduct. A linguist will be present to translate. The camp commander, or his/her designee, will review all written reports concerning the alleged violation; disclose to the migrant what he/she has been accused of, and the evidence reported against him; and provide the migrant the opportunity to present evidence in his/her defence. The camp commander will review all evidence presented by the migrant; to include oral or written testimony of any witnesses called by the migrant. The migrant should also be given the opportunity to question witnesses who testify against him, in the presence of the camp commander. If, during the hearing, the migrant informs the camp commander of witnesses or other evidence that was not

made available for the hearing, the camp commander will continue the hearing and delay making his/her final decision until he has investigated the additional information. At the conclusion of the hearing the decisionmaker will make a determination based on the preponderance of the evidence. He/She will inform the migrant, through an interpreter if necessary, of his/her decision. If the migrant is to be segregated, he will be informed of the length of his/her segregation. The decisionmaker the written appeal instructions will ensure that the migrant has in his/her possession (encl. 7).

d. The camp commander has the authority to segregate migrants for up to seven days. All segregations ordered by camp commanders will be reviewed by the battalion commander within twenty-four (24) hours. This review will be on the written record only, and is intended to prevent arbitrary and capricious actions.

e. If the camp commander believes that a period of segregation greater than seven (7) days is justified he/she will inform the migrant of his/her intent to recommend the longer period. This recommendation will be forwarded to the battalion commander for action along with the complete record. The battalion commander has the authority to segregate migrants for periods not to exceed thirty days. If the battalion commander determines that a period of segregation of between eight and thirty days is justified, he/ she will have the camp commander inform the migrant of his/her decision. If the battalion his/her decision. If the battalion commander determines that the recommended period is not justified, he/she will either order the release of the migrant, or, after reviewing the camp commander's initial segregation decision, return the case to the camp commander for disposition. All segregations ordered by the battalion commander will be reviewed by the JTG Commander within twenty-four (24) hours. This review will be on the written record, and is intended to prevent arbitrary and capricious actions.

f. If the battalion commander believes that a period of segregation longer than thirty (30) days is justified he/she will inform the migrant of his/her intent to recommend the longer period. This recommendation will be forwarded to the JTG Commander for action along with the complete record. The JTG Commander has the authority to segregate migrants for an indefinite period of time. If the JTG Commander determines that a period of segregation beyond thirty (30) days is justified, he/she will instruct the camp commander to inform the migrant of his/her decision. If the JTG Commander determines that the recommended period is not justified, he/she will either order the release of the migrant, or, after reviewing the battalion commander's initial segregation decision, return the case to the battalion commander for disposition. All segregations ordered by the JTG Commander will be reviewed by the JTF 160 Commander within twenty-four (24) hours. This review will be on the written record, and is intended to present arbitrary and capricious actions.

g. Segregated migrants will be released automatically upon expiration of their segregation period. The release order will be issued by the commander who ordered

the original segregation. Segregated migrants can always be released early on the authority of the commander who ordered their segregation, or, on the authority of any senior commander in the chain.

h. Commanders can recommend the extension of segregation periods anytime during a migrant's segregation, using the recommendation and review process outlined above. The total time of segregation cannot exceed the maximum authorized for the ordering commander. For example, the battalion commander can order a twenty-three (23) day extension to a seven (7) day segregation for a total not to exceed his/her thirty (30) day limit. Commanders who originally order a segregation period of less than their maximum, must follow the review procedures to extend the period.

ANNEX 3 TO APPENDIX F

MIGRANT FRATERNIZATION POLICY (SAMPLE)

The following is a sample policy on migrant fraternization that was used during Haitian/ Cuban migrant operations in 1994:

From: Commander, Joint Task Force 160

To: Joint Task Force 160 Personnel

Subj: FRATERNIZATION BETWEEN JOINT TASK FORCE 160 PERSONNEL AND MIGRANTS

1. Purpose. To establish command policy concerning Joint Task Force 160 personnel fraternizing with migrant personnel.
2. Applicability. This policy letter applies to personnel and subordinate elements attached, assigned or under the operational control of Joint Task Force 160.
3. Violations. Violators of this policy may be punished under the provisions of the Uniform Code of Military Justice (UCMJ).
4. Policy. Joint Task Force 160 personnel will not fraternize with migrant personnel. Fraternization is defined as associating in an informal, personal or intimate manner which reflects a familiarity that is inappropriate for the work place. In addition, Joint Task Force 160 personnel will comply with the following rules:
 - a. Joint Task Force 160 personnel will not enter migrant camp perimeters unless on official business and in the appropriate military uniform;
 - b. Joint Task Force 160 personnel will not engage in any conduct that creates an actual or perceived conflict of interest between their military duties and their personal activities;
 - c. Joint Task Force 160 personnel will not purchase any goods for or sell goods to migrant personnel. "Goods" is hereby defined to include property, services, currency, scrip and camp credits;
 - d. Joint Task Force 160 personnel will not purchase goods from or sell goods on behalf of migrant personnel;
 - e. Joint Task Force 160 personnel will not engage in any physically intimate or sexually oriented activities with migrant personnel.

- f. Joint Task Force 160 personnel will not knowingly take or use supplies that are meant for the use of the migrants, unless instructed otherwise by a competent authority.
- 5. Commanders will disseminate this policy to all personnel under their command.
- 6. Direct all inquiries, comments, and suggested amendments to JTF 160, ATTN: SJA.

ANNEX 4 TO APPENDIX F

ISSUANCE OF MIGRANT BIRTH CERTIFICATES POLICY (SAMPLE)

The following is a sample policy on the issuance of migrant birth certificates used by JTF 160 during Haitian/Cuban migrant operations in 1994:

From: Commander, Joint Task Force 160

To: Joint Task Force 160 Personnel

Subj: CERTIFICATES OF LIVE BIRTH

Ref: (a) 8 U.S.C. Section 1401

Encl: (1) Sample "Certificate of Live Birth"

1. **Purpose.** To establish command policy concerning the issuance of certificates of live birth to migrant infants born at Naval Base, Guantanamo Bay, Cuba
2. **Applicability.** This policy letter applies to all medical treatment facilities attached to, assigned to or under the operational control of Joint Task Force 160.
3. **Policy.** Naval Base, Guantanamo Bay (GITMO) is not United States territory, rather, it is Cuban territory that has been leased to the United States. In accordance with the criteria enumerated in reference (a), children born on GITMO do not have a claim to U.S. citizenship by virtue of their birth on GITMO, but rather, adopt the nationality of their parents. For example, infants born to Haitian or Cuban migrants will be citizens of Haiti or Cuba, respectively vice the United States. This fact notwithstanding, enclosure (1), a Certificate of Live Birth, will be issued to the parent(s) of any migrant infant born on GITMO. While enclosure (1) does not confer U.S. citizenship, it does serve to memorialize the birth and, if sought at a later date, facilitate processing for refugee status.
4. Commanders of medical treatment facilities will disseminate this policy to all personnel under their command
5. Direct all inquiries, comments and suggested amendments to JTF 160, ATTN: SJA



Joint Task Force One Six Zero Guantanamo Bay, Cuba

Certificate of Live Birth

This is to certify that _____ was born on _____ at _____
in Guantanamo Bay, Cuba, Migrant Camps at a Military Treatment Facility.

Attending physician was _____.

Father: _____; Age: _____. Mother: _____; Age: _____.


Nationality: _____. Nationality: _____.

Hospital Commander

Persons born at Guantanamo Bay Naval Base, Cuba do not acquire or derive United States Citizenship by virtue of such birth and are not eligible for immigration benefits under the Immigration and Nationality Act, 8 U.S.C. 1101 ET SEQ., as a result of such birth.

ANNEX 5 TO APPENDIX F

SOLICITATION FOR HUMANITARIAN RELIEF POLICY (SAMPLE)

The following is a sample policy on solicitation for humanitarian relief used by JTF 160 during Haitian/Cuban migrant operations in 1994:

From: Commander, Joint Task Force 160

To: Joint Task Force 160 Personnel

Subj: SOLICITATIONS FOR HUMANITARIAN RELIEF

Ref: (a) Joint Ethics Regulation (JER), DOD 5500.7-R

1. Purpose. To establish command policy concerning Joint Task Force 160 supporting, endorsing or participating in fund raising activities and/or solicitation efforts for the benefit of migrant personnel.
2. Applicability. This policy letter applies to all personnel and subordinate elements attached, assigned or under the operational control of Joint Task Force 160.
3. Violations. Violations of this policy may be punished under the provisions of the Uniform Code of Military Justice (UCMJ).
4. Policy. Fundraising by Department of Defense (DoD) personnel is strictly regulated by reference (a). Accordingly, Joint Task Force 160 personnel will not officially support, endorse or participate in fundraising and/or solicitation efforts for the benefit of migrant personnel. Joint Task Force 160 personnel may provide guidance to persons, groups and/or organizations that have independently formed the intent to provide humanitarian aid for the benefit of migrant personnel. Such guidance could include providing the donating persons, groups and/or organizations with an indication as to what type of donation would best satisfy the needs of migrant personnel.
5. Commanders will disseminate this policy to all personnel under their command.
6. Direct all inquiries, comments and suggested amendments to JTF 160, ATTN: SJA.

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APPENDIX G

MIGRANT CAMP RULES

Camp Rules. Rules for migrant camp residents should be posted throughout the camp in the migrant's language and explained to ensure complete understanding by all residents. Care must be taken to ensure that the rules are very literal to prevent misunderstanding by all parties. The migrants must comprehend that if the rules are violated, the offender will be punished. These rules must be general in nature to preclude disrupting standard practices or the daily schedules in the camp. When rules are initially posted, they should be reviewed with the camp resident leadership at a minimum. All incoming migrants should receive an in-brief that includes a review of the rules, preferably given by one of the migrant camp leaders. As with any set of rules, they are often situational dependant. The following is a suggested list of rules for use at a migrant camp.

1. Obey the directives of the U.S. military authorities.
2. Do not interfere with duties of U.S. forces.
3. No one may leave the camp boundaries without approval of U. S. forces.
4. Threaten no one.
5. Males are not allowed in the female sleeping area; females are not allowed in the male sleeping area.
6. Harm no one.
7. No drugs, other than those authorized by a doctor, are permitted in the camp.
8. No alcohol is permitted in the camp.
9. No weapons of any kind are permitted in the camp.
10. Take nothing which does not belong to you.
11. Do not damage property of any kind.

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APPENDIX H

LOGISTICS PLANNING CONSIDERATIONS

SECTION I - LOGISTICAL PLANNING

1. Characteristics of Logistics Planning. Logistics planning during migrant camp operations includes the following characteristics:

- a. Requirement for emergency measures.
- b. Great expense.
- c. Significant impact on adjacent and subordinate units.
- d. The need to integrate orders and cross-Service support.
- e. Long lines of communications.
- f. Significant legal considerations.

2. Limiting Factors. Factors that may limit or affect migrant camp operations include:

- a. Legal requirements.
- b. Budgetary considerations (Including determination of goals, use of JTF Class I, IV and VIII items) before national or international support arrives.
- c. Requirements and decisions made at the strategic level.
- d. Size of the JTF.
- e. Public media.
- f. Institutions and concepts of human rights that differ from those of the United States.
- g. Customs, such as hospitality and gift giving, that require balance between avoiding offense and/or maintaining both the fact and the appearance of impartiality.
- h. Active or passive resistance to health and sanitation measures due to cultural or religious biases or lack of education.
- i. Attitudes toward local issues including status and position of indigenous social,

political, religious, and economic elites.

3. Role Of Combat Service Support (CSS). Joint military CSS will be actively involved with providing services to migrant camps. The six functional areas of operational logistics and combat service support are supply, maintenance, transportation, general engineering, health services, and services. Depending on the scope of the mission and threat, it may be preferable to designate a CSS experienced officer as the JTF Commander.

4. Predetermined Support Limits. An artificial objective should be established for each major support category or class of supply. The level of support should not exceed these limits without a decision as to a further course of action. For example, if the maximum capacity of camp 1 is 2,500, as the population reaches 1,500 the commander must decide whether to construct a second camp or to restrict admittance to the original camp. If support limits are established, any decision to surpass the limit should be made by the JTF Commander.

5. Phases of the Operation and Logistics. Logistics planning should be consistent with operational planning. Logistics for each phase of the operation should contain two tiers; tier one plans support to the JTF, any coalition forces, and NGO/PVO/IOs that are the responsibility of the JTF Commander. Tier two are the requirements for the migrants.

6. Logistics Planning Equations. If routine logistical tasks can be turned into objective methods of measurement you may be able to develop Logistics Planning Equations. Logistics Planning Equations are useful in the following ways:

- a. They simplify tasks.
- b. They establish and standardize tasks and standards.
- c. They can help prepare personnel during transitions or turnovers.
- d. They may facilitate inter-operability in the coalition operations.

The following examples are based upon lessons learned in Former Yugoslavia and portions of various UNHCR publications. All calculations are in metric amounts. Because Logistics Planning Equations must be tailored to the situation, these examples should be evaluated prior to use.

- a. General Information. The basis for all large scale logistical planning is the migrant population (case load) estimate. Accurate migrant population figures (rounded to thousands) are essential in forecasting large logistics requirements and developing the logistical infrastructure to support the operation. All other logistics requirements are based on the tonnage of humanitarian aid to be delivered. A good rule of thumb used around the world is that a migrant will require one (1) kilogram (1000 grams) of food per day. The key to well planned support is long-term planning and forecasting. The

minimum logistical planning efforts should be in 30 day increments, according to the World Food Program (WFP). Accordingly, a 30 Day of Supply (DOS) or a Month of Supply (MOS) (in metric tons) is calculated as follows:

$$\text{METRIC TONS (MOS)} = \frac{30 \text{ DAYS} \times 1 \text{ KILOGRAM} \times \text{REFUGEE POPULATION}}{1000}$$

b. Warehouse Requirements. Warehouse requirements are calculated in square meters (SQM). As a general rule of thumb, one (1) metric ton of aid occupies one (1) cubic meter of warehouse space (this varies by commodity). Storage space for 30 days of supply (DOS) or a month of supply (MOS) should be calculated or planned for at each storage/distribution center. Generally, humanitarian aid is donated by various countries, is normally second grade (or less) goods, and is shipped via the cheapest means (packaging and palletization). Approximately 50% of palletized items cannot be stacked two (2) pallets high due to the packing. Additionally, only 70% of the available warehouse space is suitable for storage of goods (aisles, fire lanes, etc.). Accordingly, total warehouse requirements are calculated as follows:

$$\text{WAREHOUSE SQUARE METERS (MOS)} = \frac{\text{METRIC TONS (MOS)}}{1.05}$$

(1) Warehouse Requirement Listing. It is recommended that the following items be warehoused:

- Basic Food Ration - Flour, Oil, F/M/C, Pulses, Sugar, Salt and Yeast
- Supplementary Food Items - High Protein Biscuits and Powdered Milk
- Other Food Items - Lemonade, Orange Juice and Family Parcels
- Non Food Items - Soap, Detergent, Sanitary Napkins, Cooking Sets, Mattresses, Blankets, Cooking Fuel, Sheets, Beds, Hygiene Parcels, Sleeping Bags and Pillows
- Winterization Kits - Staple Guns, Staples, Plastic Sheeting, Plywood, Heaters, Coal/Wood and Tar Paper

(2) Material Handling Equipment (MHE) (Forklift) Requirements. Forklift requirements are based on the average number of pallets a forklift can manipulate in a day. Generally, the average forklift operator can load and unload 120 pallets per day, allowing sufficient time for maintenance servicing and other associated work. Recommend the forklifts be diesel or electrically powered. Pallet jacks, hand carts or manual labor can be used; are complementary to mechanized/motorized forklifts; however, are manually intensive and expensive

to employ in large scale operations or primary/regional distribution centers. At the end of the distribution pipeline, these manual material manipulations may suffice. Accordingly, total forklift requirements are calculated as follows:

$$\text{FORKLIFTS} = \frac{\text{METRIC TONS (MOS)}}{1800}$$

c. Transportation (Trucking) Requirements

(1) Primary (Long Haul) Transportation. Long haul transportation is used to move humanitarian assistance from the primary warehouse to regional/local distribution centers. Most long haul trucks can carry 18 Euro Pallets (one Euro Pallet is roughly equivalent to approximately one (1) metric ton, depending on palletization and commodity). NOTES: The Euro Pallet is smaller than the standard DOD/American pallet. The maximum weight carrying capacity of the standard European long haul truck is 22 MT and pallets can not be stacked on the truck beds. Accordingly, total long haul (also line haul) transport requirements are calculated as follows:

$$\text{LONG HAUL TRUCKS (MOS)} = \frac{\text{METRIC TONS (MOS)}}{540}$$

(2) Secondary/Tertiary (Short Haul) Transportation. Short haul transportation is used to move humanitarian assistance to the local distribution center or refugee. The average short haul trucks can carry the equivalent of 4 Euro Pallets or 4 metric tons. Accordingly, total short haul transport requirements are calculated as follows:

$$\text{SHORT HAUL TRUCKS (MOS)} = \frac{\text{METRIC TONS (MOS)}}{120}$$

d. POL Requirements. Fuel consumption (diesel) is calculated in liters and converted into metric tons. Recommend that Mogas or Naphtha fueled vehicles not be used since two types of fuel will have to be procured, stored, accounted for, etc. The JOA will have limited fuel storage infrastructure and diesel is the preferred fuel. One metric ton of fuel is the equivalent of 1000 liters. Fuel must be readily available at primary and regional distribution centers to facilitate the transport of humanitarian aid. Total fuel requirements is the sum of primary and secondary/tertiary fuel requirements.

(1) Fuel Requirements for Primary (Long Haul) Transportation. Long haul transport is used by primary distribution of humanitarian aid since it is the most economical due to distance and tonnage moved. Total primary fuel requirements are calculated by metric tons delivered to each destination as follows:

$$\text{PRIMARY FUEL REQUIREMENTS (MOS) IN METRIC TONS} = \frac{\text{METRIC TONS (MOS)} \times .2 \text{ LTR/KM/MT} \times \text{ROUND TRIP DISTANCE (KM)}}{100}$$

(2) Fuel Requirements for Secondary/Tertiary (Short Haul) Transportation. Short haul transport is used for secondary and tertiary distribution of humanitarian aid since it is the most economical due to distance and tonnage moved. The average round trip distance is 200 KM (120 miles), however, other planning factors can be used as situations dictate. Total secondary/tertiary fuel requirements are calculated as follows:

$$\text{SECONDARY/TERTIARY FUEL REQUIREMENTS (MOS) IN METRIC TONS} = \frac{\text{METRIC TONS (MOS)} \times .3 \text{ LITERS/KM/MT} \times 200 \text{ KM}}{1000}$$

7. Population Estimates. The following information may be useful to persons planning logistics to migrant camps where the population number is not known or the influx of migrants is occurring at a great rate.

a. General. These estimates should be used by planners in all operational phases to assist in their short term and long-term assisted population calculations. The areas which may be supported by these estimates include housing, **water supplies**, food supplies, and the number of military needed to support the assistance. The prescribed methodology is a two step process consisting of data collection and analysis. Guidelines for estimating populations include:

(1) The data to be collected should be planned prior to the operation starting and consistently collected throughout the operation. Changes in the methodologies may hinder the planners capability to analyze the trends.

(2) Keep your methodology consistent. As much as possible don't make changes to the methodology once it is started.

(3) Begin analysis early and more detailed breakdowns of data as necessary.

b. Estimating Steps

(1) Step 1. Use the intelligence estimate of the population size. The request for information should include:

(a) Population estimate for the country or region to be supported.

(b) General condition of population prior to crises (economic/health/living conditions).

(c) Population composition (gender/age/ethnicity).

(d) How migrant population moved.

(e) Anticipated migrant population growth rate.

(2) Step 2. Develop a means for validating the initial population estimates. An estimate of the population will have to be completed by the JTF themselves if the J-2 Section is unable to locate a reliable estimate of the population from outside sources. Estimates can be made using any number of locally originated methods which may include:

(a) Census by tent occupancy.

(b) Census by ration issue.

(c) Census by I.D. tag/bracelet issue.

(3) Step 3. Refine the baseline information. The refinement should be conducted weekly and will enable growth of the census trends and initial estimates of population size to remain accurate. Inaccurate population estimates will lead to unnecessary expense, waste and poor support. The validation should take place within the first three days commencement of support.

8. Logistics planning sequence. The following is an example of a methodology used to prepare a logistics support plan for migrant camps.

a. Defining the mission.

b. Identifying the tasks associated with the mission.

c. Identifying functional requirements and the organization's ability to perform them.

d. Matching the required functions against current organizational structure.

e. Evaluating the perspective organization against requirements and modify to correct deficiencies.

f. Developing a supporting T/O and T/E for logistics personnel.

g. Developing measurement criteria for levels of effort (LOE) and measures of

effectiveness (MOE).

- h. Safeguarding friendly forces and installations.
- i. Knowing the Commander's intent.
- j. Planning early and continuously.
- k. Allowing flexibility.
- l. Rapid coordination of requirements.
- m. Considering use of all appropriate means of support.
- n. Exploiting all available HA assets and sources during support.
- o. Calculating required and adequate support.
- p. Anticipating type of support requested.
- q. Avoiding redundant support.
- r. Considering lines of communication to coordinate with the host nation prior to execution.

9. General Logistical Requirements. When a warning order is issued and logistical planning begins the JTF Logistics Officer should consider the following:

- a. Labor and materials available.
- b. Pest control responsibilities, availability and procedures.
- c. Refuse/Dumpsters procedures.
- d. Telephone service availability and procedures for establishing DSN and commercial long distances.
- e. Vehicle availability.
- f. Laundry service for both JTF and migrants.
- g. Minor property (office furnishings) required.
- h. Non-standard health and comfort items.

- i. Subsistence (Including Advance/Survey Assessment Party).
 - j. Rental of commercial vehicles.
 - k. Non-military specialty items (Including source closest to JOA).
 - l. Hazardous material and waste water management.
10. Cost and Supply Center considerations for Classes I, II, IV, VI, IX, and X.
- a. Wholesale Storage available for the issue of all material classes.
 - b. Procedures to establish Wholesale Supply Management of Classes I, II, IV, VI, IX, and X.
 - c. Ability to establish accounting services.
 - d. Availability of minor property (Tables/Chairs).
11. Contracting Considerations
- a. Civilian labor as required.
 - b. Barge usage if appropriate.
 - c. Storage/refrigeration trailer requirements.
 - d. Commercial vehicles.
 - e. Warehouse space availability.
 - f. Facilities as requirement including the following; Kennel, Chapel, Post Office, Fuel Depot location.
 - g. Administrative required coping needs.
 - h. Printing needs.
 - i. ADP requirements.
 - j. Fuel storage.
 - k. Initial sale of stamps for migrants and service members.

- l. Manufacture of crates, signs, and similar objects.
- m. Messing for advance party.
- n. Initial mortuary processing and disposition of remains for migrants.

SECTION II - MIGRANT CAMP SPECIFIC SUPPLY PLANNING

1. An influx of migrants arriving at a camp will significantly increase the demand level already established, for health and comfort items and selected clothing items. The lists in paragraph 3 are based on a 2500 person camp.
 2. To ensure that all migrants are being processed and provided with the minimum supplies necessary to maintain basic personal hygiene, a proposed list of health and comfort items which may be issued to all migrants at the initial in processing site are listed below. Additional and/or replacement items due to wear and tear, may be issued to the migrants on an as needed basis, utilizing a system developed and managed by the responsible command component.
 3. Provisions for replacing consumable health care procedures should be established by the JTF and/or Camp Commanders.
- a. Major supply items required to establish JTF and migrant camps include the following:

ITEM	QTY
PORTA-LET W/ 60 DAYS OF CHEM	75
TENTS, GO MED	168
TRASH CANS, HEAVY DUTY	30
COTS	2500
PUBLIC ADDRESS SYSTEM	1
SPEAKERS AMPLIFIER	7
AMPLIFIER W/MIC	1
WASH BUCKETS, 5 GAL	800
PILLOWS	2500
PILLOW CASES	2500
SHEET	5000
BLANKETS (COLD WEATHER SLEEPING BAGS)	2500
TOWELS	2500
BARBER KIT	2
TABLE FOLDING	100
CHAIR FOLDING	800
RANGE OUTFIT	10
SINK, POT	4
HEATER, WATER	1

TABLE, PREP	1
4 FT. PADDLE	13
SPOON, SERVING	30
SCOOP, FOOD	30
LADLE, 60Z	30
TONGS, 12in	30
FOOD CONTAINER	25
VACUUM, JUG	25
PAPER PLATES	400 Cases
CUPS, 80z	600 Cases
DINNING PACKET	2000 Hundred
TENT, GP MED	3
LIME, HYD	1000 LBS
BLEACH, LIQUID	2500 Gals
MAKER, COFFEE	4
SHELF, PAN	15
EXTINGUISHER, FIRE	20
BAG, LG	125 Bxs
GLOVE, PLASTIC	20 Bxs
GAS, L.P.	3000 LBS

b. Supplies not required for set-up but used for camp operations follows:

ITEM	QTY
BRACELET, DMPITS	3000
BROOM, STRAW (NOT PUSH BROOMS) 175	
BROOM, PUSH	60
SHOES, FLIP FLOP, SIZE: 6-8,9-11, 12+, Children (or Cold Weather Equivalent)	5000
SOAP, EAR, LG	3000
TOOTH BRUSH	3000
RAZORS	3000
BAG PLASTIC, LARGE	175 Bxs
FLEX CUFFS	2500
PLASTIC ID TAG	3000
TOILET PAPER	5250 Rolls
DIAPERS - SMALL	7200
DIAPERS - MEDIUM	21000
DIAPERS - LARGE	7200
MAXI - PADS	20000
SOAP, LAUNDRY	10000 LBS
BLEACH, CLOROX	250 Gl
EXTENSION CORD, 100 FT. HVY DUTY	